

**Choice Neighborhoods
Implementation Grant**

**U.S. Department of Housing
and Urban Development**

**OMB Approval No.
2577-0269**

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pending OMB approval)**

The public reporting burden for this collection of information for the Choice Neighborhoods Program is estimated to average fifteen minutes, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information and preparing the application package for submission to HUD.

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The information submitted in response to the Notice of Funding Availability for the Choice Neighborhoods Program is subject to the disclosure requirements of the Department of Housing and Urban Development Reform Act of 1989 (Public Law 101-235, approved December 15, 1989, 42 U.S.C. 3545).

**CHOICE NEIGHBORHOODS FY2018 IMPLEMENTATION GRANT
TIDEWATER GARDENS/ST. PAUL'S AREA
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Exhibit A – Executive Summary

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhAStPaul'sExecutiveSummary.pdf

A.1 Overall Executive Summary.

Norfolk is on the frontlines of the challenge of sea-level rise. Norfolk has experienced more than 14 inches of relative sea-level rise since 1930, the highest rate on the East Coast. Tidal impacts make many streets, including streets in Tidewater Gardens, the subject site of this application, impassable during high tides and significant rain events.

In light of the impacts of sea level rise, Norfolk's future lies in the City's ability to re-imagine what it will look like to live on the coast over the next 100 years. The need to better manage water serves as a catalyst to create strong neighborhoods where all residents will thrive. The St. Paul's area presents the City with one of the greatest chances for economic uplift and housing opportunity in a generation.

This *St. Paul's Plan* will transform the CNI target area:

- From a community with the largest concentration of poverty in the region, to a mixed-income, sustainable neighborhood;
- From a community experiencing extensive flooding, to one that has a system of parks, open space and streets that both manage stormwater and flooding for its watershed and provide the neighborhood with recreational, cultural and educational amenities;
- From a community with multiple unaccredited schools, to one with a laboratory school that will innovate to provide the Commonwealth of Virginia with solutions to equitable education and student achievement;
- From a community that is segregated and isolated from the opportunities immediately around it, to one that is connected physically, socially and psychologically to the richest collection of educational, cultural and educational assets in the region;
- From three distressed public housing communities with a super-block pattern of streets, to a desirable community with a grid pattern of neighborly streets that enable residents to build social capital;
- From a community of barracks-style buildings, to one with a wide range of housing types similar to the best loved neighborhoods in the City; and

- From a community without convenient retail and community services, to one with a lively community street lined with shops, medical, cultural and social services, including an innovative “HUB” facility for bringing together new and existing organizations in an accessible facility.

The Neighborhood: The St. Paul’s area, including Tidewater Gardens, stands in stark contrast to the adjacent Central Business District in Norfolk’s Downtown. St. Paul’s Boulevard served as a segregation dividing line and separates these areas, with Downtown on the west side and Tidewater Gardens on the east side. The 618 family units in Tidewater Gardens were developed in 1955 immediately adjacent to the Downtown, atop a filled Newton Creek. More than half of Tidewater Gardens, and much of Calvert Square (310 units), an adjacent public housing property, are in the 100-year flood plain. A third public housing community, Young Terrace (746 units), is contiguous with Calvert Square. These three sites, with 1,674 units, together with the Huntersville area to the north, an area of primarily resident-owned properties and private rentals, compose the St. Paul’s area, which was the subject of a CNI Planning Grant. The resulting *Transformation Plan* was submitted in 2014 and accepted by HUD.

Transformation Plan: Norfolk’s 2014 *Transformation Plan* evolved through a series of community-driven planning efforts. This final plan, presented here, incorporates Norfolk’s resilience strategy for water management, the City’s new resilient zoning code, our recently adopted *Green Infrastructure Plan*, our *Complete Streets* initiative and the recommendations from the *Norfolk Plan to Reduce Poverty*. The City and NRHA have agreed to a long-term collaboration to redevelop all three public housing communities in the St. Paul’s area, and to strengthen the Huntersville community. The City and NRHA are committed to moving forward ‘with or without’ a CNI grant to transform the neighborhood and deconcentrate poverty in a way that leads to successful outcomes for families. To this end, NRHA will also submit a Section 18 demolition application in October 2018. Tidewater Gardens will be the first site redeveloped, given its greater risk of flooding and is the subject target housing for the CNI application.

Neighborhood Plan: Neighborhood improvement strategies focus on addressing the existing conditions described above. The street grid is being improved to replace the existing super blocks and connect

streets east and west across St. Paul's Boulevard, as well as provide more appropriate street widths, signals to facilitate walkability, and to address parking needs. Church Street will be realigned and buildings along each side will be mixed-use, with ground level retail or community-serving offices.

Stormwater and infrastructure systems are being replaced as needed. Newton Creek will be daylighted, i.e., parts of it will be re-excavated, uncovering and restoring the buried waterways as part of a strategy to return the watershed to nature and to turn a new greenway/blueway into an amenity. This new amenity will include recreational facilities, connections to bike paths and trails, and the waterfront along the Elizabeth River. The street network will have enhanced "green streetscapes" on the east-west streets to absorb rain water and connect from the Greenway/Blueway to the Downtown Transit Center and vice-versa, bringing residents to its amenities, walking trails and bike paths. "Pocket parks" are included in the plans, to preserve groups of stately, mature trees.

Tidewater Elementary School will ultimately be either consolidated with another school or redeveloped. Plans presented to the Norfolk School Board in June 2018 reflect \$2 million in improvements to Ruffner Middle School, and a replacement of Booker T. Washington School. Both these facilities serve the residents of Tidewater Gardens.

One of the Critical Community Improvements (CCI) contemplated is a catalytic community HUB. It will be designed to serve people in the community, as well as bring people in from outside the neighborhood, acting as a "People Bridge". This multi-story building will serve as a combined social, commercial, community facility along Church Street. Uses may include offices for partners such as health facilities; City offices; workforce development programs; as well as shared spaces with local Colleges and Universities; and co-working space. Related community activities could include a food hall; business incubation services, and workforce training programs in areas of interest to residents.

Housing Plan: The Housing Plan will simultaneously **create** new housing options and choices for Tidewater Gardens public housing residents; **connect** the St. Paul's area to the Downtown Norfolk mixed-income residential population and economic activity; **protect** the neighborhood through storm-

and tidal-resilient design; and **correct** generations of economic and racial segregation in Norfolk. The replacement housing strategy will implement the core goals in the Transformation Plan in a cohesive, responsive strategy to provide new, energy-efficient, attractive, modern housing for residents in a more connected mixed-income setting. Norfolk and the housing implementation entity will provide the following replacement opportunities for all 618 households: 200 units as replacement housing within 5 mixed-income housing phases developed by Brinshore Development and the housing implementation lead team; 309 housing choice vouchers will be provided directly to residents; and 109 units as project-based vouchers within off-site developments that meet HUD's site and neighborhood standards, both within the CNI area and outside of it.

The Replacement housing is planned for "early start" parcels not on the Tidewater Gardens site, which allows development and relocation to move forward expeditiously and mitigate flooding risk. All but one of the planned development sites are within the CNI Target Area. Some later stage replacement housing will be developed on the portions of the Tidewater Gardens site with higher elevations. Residents will have the option to move to other public housing, or to receive a Housing Choice Voucher for temporary or permanent relocation. In addition to the 200 physical replacement units, over 500 units of affordable and market-rate units are included in the CNI housing plan, for a total of 709 units.

After the CNI plan is completed, and both Calvert Square and Young Terrace are redeveloped, over 1,900 new units will be developed in the St. Paul's area, including the CNI plan units. The Housing Lead Implementation Entity, Brinshore Development, NRHA and the City will also support local partners developing in-fill homeownership units to help stabilize the Huntersville area.

The one-for-one replacement through both replacement housing and vouchers in the CNI area and elsewhere in the City, phased relocation and construction of new housing and early action new housing outside of the Tidewater Gardens footprint all support the People Plan that provides adequate time to prepare resident for change through individualized case management and education programs.

People Plan: The People Plan will leverage the existing case management and resident services and programs currently available at NRHA with a robust *People First* initiative funded by the City for the residents of the St. Paul's public housing communities, including Tidewater Gardens. The City has committed \$3 million a year for five years for the *People First* initiative. This initiative has three focus areas: mobility services, case management and transformative human services. Mobility services will assist residents in locating, securing, and successfully utilizing rental assistance, seek to provide maximum housing choice and provide greater access to areas of opportunity throughout the Hampton Roads region with available Housing Choice Voucher support.

Transformative human services within *People First* will consist of individual and family-centered case management to assist the residents in clarifying their goals in the areas of wealth-building; health and nutrition; education; and employment. Case managers will connect residents with an established network of service providers and help them address obstacles as they arise. *People First* case managers will continue to connect with residents after their move to provide support, connection to services and early identification of potential issues. The level of case management will be tailored to meet family need.

The preservation of African American cultural heritage is a key goal of the People Plan. One potential CCI is the preservation of an existing public housing building, turned into a museum of local history. It will be sited along the Greenway/Blueway and provide a cultural trail that highlights African American community members' contributions to cultural, educational and scientific enrichment.

A2. Partners: NRHA will serve as lead applicant, and the City of Norfolk will serve as co-applicant, as was the case during the CNI Planning Grant process. NRHA and the City collaborated on a HOPE VI area revitalization, *Broad Creek Renaissance*, which received a \$33 million grant in 2000, and leveraged those funds to over \$442 million. Brinshore Development, a national firm with extensive HOPE VI and current CNI experience, leads the Housing Implementation Entity Joint Venture along with Banc of America Community Development Corporation, and a local tax credit developer, The Franklin Johnston

Group. NRHA will serve as the People Implementation Entity. The City will serve as the Neighborhood Implementation Entity. Norfolk Public Schools (NPS) will serve as the Principal Education Partner.

The Norfolk members of this implementation team have a long history of interagency collaboration and public-private partnership in implementing similar projects. NRHA, the City and NPS served in these same capacities for *Broad Creek Renaissance*. The development team has extensive experience in building mixed-income housing with people-oriented programs that help residents transform their lives.

This *Transformation Plan* promotes continued involvement of residents in the process and is carefully coordinated with ongoing City programs, plans and stakeholders to ensure that all ongoing efforts are mutually supportive. An advisory group called the St. Paul's Advisory Committee has been established and meets monthly to receive updates, provide broad community input and overall guidance.

A3. Neighborhood Boundaries. The boundaries for this Tidewater Gardens CNI Implementation Grant application are the same as the area for the CNI Planning Grant. [See Attachment 19.]

A4. CNI Grant Funds Requested. To support this transformation, the Norfolk CNI team requests \$30 million in Choice Neighborhood funds, which will be leveraged by more than \$156 million in local, state, and other funds and resources.

A5. Requested Tenant Protection Vouchers. The Co-Applicants request 618 Tenant Protection Vouchers for all the currently occupied units in Tidewater Gardens. This request is driven by the large size of the property, the need for total demolition to re-build the street grid, required stormwater improvements and infrastructure, the diminishing available public housing in Norfolk, as well as survey results indicating that most residents want to receive vouchers for their permanent relocation option.

A6. Target Public Housing Site. The target site for this application is Tidewater Gardens.

"I think the future of this area is very bright. This City is not sitting back and saying we want the federal government to do everything. They are going to do their part and they are going to partner with us."

Secretary of HUD, Dr. Benjamin S. Carson, on Norfolk, VA

Exhibit B – Threshold Requirements

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhBStPaul'sThresholdRequirements.pdf

B.1 Partnerships. Attachment 6 includes a joint certification that covers each Principal Team Member, including NRHA as the Lead Applicant and People Lead, the City of Norfolk as Co-Applicant and Neighborhood Lead, and Brinshore Development as Housing Lead, certifying their commitment to specific duties and responsibilities corresponding to the Housing, People and Neighborhood components of the *Transformation Plan* for at least the grant term. Each of the duties and responsibilities are described in the document, and the document is signed by an authorized representative of each entity. The Housing Implementation Entity is a joint venture, and its certification specifies that a contract governing the rights and responsibilities of the parties is in legal force and effect for their joint venture. The Housing Implementation Entity’s certification indicates that it will be responsible for implementing day-to-day development and asset management activities associated with the Housing Plan.

B.2 Separability. The Co-Applicants plan to redevelop the entire Tidewater Gardens public housing community, with its 618 family units (Development Number VA00600002), including any non-dwelling units and the on-site management office building.

“This city is where the story of rebuilding American Cities begin.”

HUD’s first Secretary, Robert C. Weaver, remarked after a walking tour of Norfolk

“New opportunities will reshape and define us for years to come. But our progress as a city will ultimately be determined by our ability to think anew, to dare to dream, and to re-imagine this old seaport city as the coastal community of the future, the hub of economic development, and the connector and strength of the region. Leaders before us made bold decisions that gave us security and momentum that transformed our city. Now it is our time to be bold and courageous, and re-imagine Norfolk.”

Mayor Kenneth C. Alexander, Norfolk State of the City Address

Exhibit C – Capacity

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhCStPaul'sCapacity.pdf

C.1 Overall Project Leadership Capacity of Lead Applicant

NRHA has 78 years of experience leading area redevelopment efforts. In 1941, NRHA began construction on 500 units for enlisted personnel at the Norfolk Naval Base (Merrimack Park), to support the war effort, after the attack on Pearl Harbor. Other defense housing projects followed, including over 6,000 rental units, temporary dwellings, single dormitory rooms and trailers. After the war, these housing communities served as relocation housing for post-war slum clearance efforts. In 1946, with urging from Norfolk, the *Virginia Redevelopment Law* was enacted, and Norfolk was the first housing authority in Virginia to become a *Redevelopment* and Housing Authority. Norfolk was one of the first two authorities in the country to receive allocations for development of public housing units under the *1949 Housing Act*. NRHA was the first City in the nation to implement HUD's redevelopment process—the first slum removal unit was a pre-WWI unit at 755 Smith Street, in the St. Paul's area.

NRHA has led successful redevelopment efforts throughout its history, including Downtown redevelopment, affordable and market-rate housing, area revitalization and slum clearing, and commercial/retail development. In addition to its public housing, NRHA has developed 1,087 senior, 2,400 multi-family, 6,282 homeownership, and 1,241 affordable family units. In all, NRHA has planned and developed 14,685 units of housing across the income spectrum, both rental and ownership. NRHA also manages a Housing Choice Voucher program with funding for 4,060 vouchers.

NRHA has undertaken 20 conservation and 21 redevelopment projects. In all, NRHA has developed 6,852 acres in Norfolk —11 square miles. The land uses of NRHA's redevelopment projects include: medical; residential; commercial; schools; campus expansion; institutional; office; retail; industrial and public. Since 1977, NRHA has issued 108 bond transactions, totaling \$397.6 million, including acquisition bonds, commercial industrial bonds; new/rehabilitation of multi-family, and retirement community. NRHA has made 3,346 rehabilitation loans/grants in conservation areas, totaling \$92.7 million.

NRHA special projects include: Waterside Festival Market Place (1983); MacArthur Center Mall (1999); Tidewater Community College (TCC)—Norfolk Campus (2000); and the Historic Attucks Theatre Redevelopment (2004). The \$34 million TCC campus project received the Economic Development Award from the *International Downtown Association*.

NRHA has in-house planning and development staff, as well as a special Public Housing Reinvention Team. Current staffing includes three registered architects, a civil engineer, an urban planner and an urban designer. NRHA supplements its planning capacity with well-known advisory firms, such as Andrés Duany; Goody Clancy; Urban Design Associates; Torti-Gallas; and The Communities Group.

Current Work and How it Qualifies NRHA to Lead: NRHA is active with the full array of HUD and other available resources for the redevelopment of public housing, including:

- *Rental Assistance Demonstration:* NRHA has converted 4 projects, and another multi-phase project has a submitted financing plan. Other projects either have CHAPs or are covered under multi-phase awards. In total 1,652 units are converted or in process of RAD conversion.
- *Section 18 Demolition/Disposition:* At Diggs Place, NRHA is pursuing both RAD and Section 18, to open up the site and provide space for community activities and parking.
- *Project-Basing of Section 8* has taken place at Grandy V; Cottage Bridge, and in recent years, NRHA has project-based 271 units at 14 new tax credit development projects, with 1,250 units.
- *Single Resident Occupancy:* In the St. Paul's area--Church Street Station Studios (80 units).
- *Choice Neighborhood Initiatives:* NRHA and the City received a CNI Planning Grant, carried out the planning process and submitted the *Transformation Plan* which HUD accepted.
- *ROSS Grants and Jobs Plus Grant.*
- Homebuyer Assistance.
- Other actions in anticipation of redevelopment: hardware store acquisition on Church Street; PBVs for St. Paul's Apartments; and funding for stormwater management at Calvert Square.

Recent projects most similar to the expanded St. Paul's Area Revitalization include:

Broad Creek Renaissance. NRHA was the grant applicant and led the development of the vision and strategy for this area-wide revitalization in 1999-2001. The project entailed the redevelopment of three adjacent public housing projects with 767 units into a 1,115-unit mixed-finance, mixed-income community. NRHA also provided extensive supportive services coordination and program design activities during the Broad Creek Hope VI Renaissance, serving as the Housing and People Lead.

In 2002, the City established a Tax Increment Financing District to fund infrastructure and public spaces throughout the Broad Creek area. NRHA obtained commitments from partners resulting in \$213 million for redevelopment, leveraging the \$33 million HUD HOPE VI grant. The City led the effort to provide matching funds for the construction of a Kroc Community Center and funded a regional library, and a new elementary school. Thus, NRHA has leveraged HUD's \$33 million to over \$440 million in commitments, all of which have been received and expended. This project is substantially complete, and the HOPE VI grant has been closed out. See *Attachment 22* for detailed summary of project sources. Private sources represent 67% of the total development costs.

Grandy Village. With 363 current units, Grandy Village sits on 56 acres along the bank of the Elizabeth River. Over ten years, NRHA has implemented a master planning and redevelopment effort for this site, which will result in a mix of rehabilitation and new development, with 654 units. To date, the project has renovated 341 units, including the addition of central air conditioning in 253 units, added 22 new Energy Star town homes, restored wetlands, and opened a 14,868 square-foot environmental learning center, complete with a pier. This LEED-certified center provides Head Start and early childhood education programs, as well as environmental education to the community. Total revitalization cost to date is \$38.9 million and has been financed through NRHA resources leveraged with low-income housing tax credits (LIHTC) (\$10 million) and bonds (\$16.7 million). Future phases include a senior development, two affordable family developments, and homeownership on the riverfront.

C.2 Neighborhood Implementation Entity

The City of Norfolk, as co-applicant, will serve as the *Neighborhood Implementation Entity* and will lead the coordination, planning, development, and implementation of neighborhood revitalization efforts to transform Tidewater Gardens into a livable, thriving community.

The City, and its leadership, have demonstrated a clear and consistent vision and commitment to building strong, livable, connected, and inclusive neighborhoods through a variety of strategic initiatives and programs existing throughout the City. Key neighborhood strategies focus on 1) building a resilient community; 2) connecting residents to opportunities; and 3) ensuring high quality educational opportunities and facilities for children.

- **A City of Neighborhoods:** Norfolk is made up of more than 120 distinct communities with vibrant character and high degrees of citizen engagement that distinguish Norfolk from other cities on the East Coast. The Department of Neighborhood Development staff specialize in community development and neighborhood engagement, working closely with neighborhood residents to develop strategic plans, expand opportunities for neighborhood investments and support the development of revitalization policies and resources.
- **Global Leader in Resilience:** Norfolk is a leader in Urban Resilience, as demonstrated by the designation of Norfolk as one of the first cities in the *100 Resilient Cities* (100RC) network, a program pioneered by The Rockefeller Foundation. As a member of 100RC, Norfolk has developed a resilience strategy to address the three major challenges facing Norfolk today: sea level rise and recurrent flooding; a shifting economy; and a need to build strong, healthy neighborhoods. Norfolk is implementing this strategy through small parcel level programs like *Retain Your Rain* as well as large, federally-funded grants that transform large neighborhoods. For example, in 2015, Norfolk was awarded a \$112 million federal HUD grant from the National Disaster Resilience Competition for a transformational coastal improvement project in the Ohio Creek watershed, which is comprised of

two residential neighborhoods: Chesterfield Heights with over 400 homes on the Historic National Register; and Grandy Village, which includes a public housing community with 345 units. This watershed experiences tidal and precipitation flooding, similar to the Tidewater Gardens area. The project is exploring various innovative landscape and hardscape options to strategically alleviate flooding, provide public access to the Elizabeth River waterfront, and re-connect the area to the rest of the city. [See Attachment 40 for more detail.]

- **Connectivity:** The City's investment in transportation infrastructure, including light rail, passenger rail, bus service, ferries, services for the disabled, ridesharing and bike paths, makes Norfolk the most multi-modal connected City in the Commonwealth of Virginia.
- **Expanding Economic Opportunity:** With a vibrant Downtown, more jobs per square mile, and the highest paying jobs in the region, Norfolk is the center for commerce in Hampton Roads. Attracting new businesses, large and small, adds jobs and further diversifies the City's economy.
- **Generational Investments:** The City has made generational investments over the last 10 years that equate to an average of nearly \$100 million in investment per fiscal year. Notable investments include the Decker Half Moone Cruise and Celebration Center, the Tide Light Rail, the Consolidated Courts Complex and the Slover Library.
- **Commitment to Education:** The education of children is an investment in the City's future. Norfolk understands that a healthy school system is an economic driver and develops the next generation's leaders and workforce. Over the past decade the City has invested \$159 million for six new schools, including five elementary schools: Crossroads (\$29.4 million), Richard H. Bowling at Broad Creek (\$22.9 million), Larchmont (\$22.7 million), Ocean View (\$22.2 million), and Camp Allen (\$28.7 million); and one STEM Academy (\$34.3 million) – Southside STEM Academy at Campostella.

- **Cultural Hub of the Region:** The abundance of cultural resources in Norfolk provides a diverse selection of entertainment options and attracts new residents and visitors from around the country. As the arts and culture hub of Hampton Roads, the City provides residents and visitors with access to an array of festivals, world-class performances, sporting events, museums, and much more.
- **Innovative Financing Strategies:** These strategies include the use of innovative financing structures such as state revolving loan funds, combinations of General Obligation and revenue-secured debt, variable rate bank loans, and Tax Increment Financing (TIF) districts such as the one used to finance the infrastructure and public aspects of the HOPE VI redevelopment and revitalization of the Broad Creek Renaissance District.

Example: Broad Creek

The City of Norfolk has been an active participant in the planning and implementation of the Broad Creek Renaissance revitalization, seeded with a \$33 million HOPE VI revitalization grant, awarded in 2000. As noted previously, Broad Creek is now home to 1,115 households in a mixed-finance, mixed-income community. Broad Creek's success brought Homearama, a showcase of luxury homes by the Tidewater Builder's Association, to the area in 2005.

After the Broad Creek HOPE VI grant-assisted development was completed in 2006, additional development has been ongoing, led principally by the City. This includes redevelopment of Mission College Apartments, and development of a Ray and Joan Kroc Corps Community Center, a regional library, and a new school.

The City supported Broad Creek's redevelopment in the same manner that it will assist the St. Paul's area revitalization, with its own and private financing, infrastructure development, site acquisition, land assembly, land banking, attracting partners to support the area redevelopment, especially with

the development of community amenities, and long-term sustainability. The City established a tax increment financing district, and provided general funds, Section 108, BEDI, HOME, CDBG and Enterprise Zone funding, for a total of \$55.1 million of the total cost of over \$440 million.

The Kroc Center opened in April 2014 and is a partnership between the City and the Salvation Army Ray and Joan Kroc Corps Community Center. It includes a 92,000 square foot recreation, education and creative arts building along with open space that connects with green space in the Broad Creek community. The City acquired several properties in preparation for the Kroc Center, and raised the local matching funds (\$27 million). The total project cost exceeded \$108 million and includes a substantial endowment fund to support ongoing operations.

Norfolk Anchor Branch Library at Broad Creek. The new 28,000 square foot Jordan-Newby Anchor Branch at Broad Creek opened its doors in June 2018, with two floors of resources, books, computer labs and public space. At a cost of \$10 million, the facility has meeting room space for 100 people; 46 public computers, and classes in computers, dance and early literacy.

Richard Bowling Elementary School. With a cost of \$22.9 million, this state-of-the-art educational facility opened in August 2016. It serves children from Pre-K to 5th Grade, and offers an international Baccalaureate program.

The neighborhood is also located in an Empowerment Zone.

Elsewhere in the revitalization area, which is supported by the City's tax increment financing district, the City has acquired and held sites. The City acquired a nearby site for redevelopment, possibly as a location for the school system kitchen facilities. The City has also purchased retail buildings for future commercial redevelopment.

C.3 Capacity of Housing Implementation Entity: Since 1994, Brinshore Development has established itself as a leading developer of large-scale transformed communities anchored by mixed-income, mixed-tenure and mixed-use development. Brinshore has closed 68 mixed-income rental project phases with development costs over \$435 million, including 4,992 apartments. Brinshore has become a leading

mixed-finance developer, participating in HOPE VI and CNI projects. Since 2004, Brinshore has closed on 23 mixed-finance, mixed-income developments in 12 cities, developing 1,961 units with total development costs of over \$261 million.

The following example (Red Maple Grove) illustrates Brinshore's ability to successfully *lead and complete* mixed-income housing implementation activities, including the securing of financing, providing completion and long-term operating guaranties, and ongoing asset management. In Attachment 24, information is presented on Brinshore's Westhaven Park HOPE VI program (former Henry Horner Homes in Chicago), with a master plan of 742 units, of which 608 are completed or under construction currently. Westhaven Park demonstrates Brinshore's involvement with redevelopment efforts on a scale with Norfolk's Tidewater Gardens revitalization.

Red Maple Grove: The 250-unit, 30-acre Brokenburr Trails public housing development was functionally obsolete, crime-infested, and vacated because of toxic mold in 2002. The Indianapolis Housing Agency (IHA) procured Brinshore Development to be the Master Developer to plan the redevelopment of the site and prepare a HOPE VI application. Brinshore worked with the local community, the City and the IHA to design a *New Urbanist* Master Plan that includes 165 mixed-income rental apartments, 52 affordable for-sale single-family homes, a 2-acre central park, community building/management offices, tennis courts, and swimming pools.

Brinshore received an award of tax credits from the Indiana Housing and Community Development Authority for Phase I, a 15 building, 40-unit, \$5.2MM, 100% LIHTC rental phase, prior to submitting the HOPE VI application. HUD subsequently awarded the IHA a \$17.8 million HOPE VI grant in the 2003 round to Brokenburr to create Red Maple Grove. Brinshore built out the infrastructure financed with a \$2.5 million housing tax increment finance (TIF), and completed Phase I in 2005. The 25-building, \$9.9 million HOPE VI and LIHTC funded 60-unit Phase IIA, which included 28 public housing, 25 tax credit, and 7 market-rate rental units, a community building with early education center,

exercise room, computer lab, community room, management offices and maintenance facilities, two tennis courts and two swimming pools received a tax credit award in 2006, and was completed in 2007. The 26-building, \$10.5 million HOPE VI and LIHTC funded 65-unit final rental phase received credits in 2008 and was completed in 2009. Phase IIB contains 30 public housing, 25 tax credit, and 10 market-rate rental units.

Brinshore contracted with a locally-owned African American general contractor on all three phases of rental development. Brinshore achieved 63% MBE contracting on the three phases. Brinshore also worked with the *Indiana Plan*, a union-sponsored apprenticeship program to recruit, train, and place two dozen Section 3 construction workers on site during the course of the job. Farr Associates, a planning and design firm known for its commitment to *New Urbanist* principles, including sustainability, built environmental concerns into the site and buildings, selecting native plantings, high efficiency HVAC, and well-insulated buildings, earning the developments certification under Energy Star and LEED Silver. The walkable site plan and human scale buildings promote community with front porches close to the street and provide security with buildings facing out onto the park, individual entrances for all apartments, and parking in the rear within site of the kitchens.

Brinshore, partnered with the IHA, implemented the affordable home sale program at Red Maple Grove, beginning in 2005, averaging sales of 6 homes per year. All homes came with detached garages on an alley. There were almost a dozen designs to choose from, so the community looks natural, and not cookie cutter. All single-family homes were targeted to families at 80% of AMI or below and received HOPE VI second mortgage subsidy of up to \$80,000 based on need. Today, all the lots have been built out and sold, except a small number transferred to Habitat for Humanity for its use. The Red Maple Grove homeowner association has been turned over to the homeowners. The homeowners exhibit pride in ownership, tending their yards and planting gardens, adding attractive fencing, and making home improvements.

The Red Maple Grove Park was built out with tot lot, natural amphitheater, gazebos, grills and picnic areas and dedicated to the Indianapolis Park District, and the YMCA runs a 12-month per year early childhood education center providing year-round care to 25 children from the development. Red Maple Grove is considered a choice place to live on the Southeast Side of Indianapolis.

The project was completed and HUD closed out the HOPE VI grant in 2015. Since then, the 58 public housing units in Phases IIA and IIB have been converted to RAD, and Brinshore continues to own and asset-manage the property.

Banc of America Community Development Corporation (BACDC): Bank of America is a leader in community development, with the expertise and scope to deliver innovative and full-service development solutions. One of the strengths and distinguishing characteristics of Bank of America's community development commitment is its wholly owned subsidiary, BACDC. BACDC's Real Estate Development practice is the nation's first, largest and most productive bank-owned community real estate development entity among U.S. financial institutions. Dedicated to the revitalization of urban communities, during its 35-year history, BACDC has successfully developed or rehabilitated more than 30,000 affordable housing and mixed-income rental units in 15 major cities within the Bank of America franchise. BACDC's developments have included a variety of housing types and projects in a range of scale from \$5 to \$170 million, from 40 to 700 units, and a mix of rental, for-sale, and mixed-use projects.

BACDC is an innovative source of equity, concept, design, marketing and project management for residential and mixed-use developments in American cities. BACDC has obtained tax credit and bond financing in nine states and the District of Columbia. With over three decades of experience in community redevelopment projects, and the financial backing of Bank of America, BACDC is a proven, capable developer of small and large financially complex, challenging projects ranging from acquisition/rehabilitation to new construction.

BACDC is particularly experienced with public private partnerships and has successfully part

nered with public housing authorities across the country. All of its redevelopments with public housing agencies have been successful, financially-viable developments providing mixed income quality housing for the residents served by their communities.

First Ward Place: BACDC first partnered with the Charlotte Housing Authority to redevelop Earle Village, a failed 409-unit public housing project built in 1966, located adjacent to Downtown Charlotte. The community is known today as First Ward Place and was one of the first HOPE VI projects funded. The total redevelopment consisted of 533 units of housing, both on- and off-site, including 406 new units of mixed-income housing composed of 283 multifamily units, 68 senior units, and 55 for-sale townhouses and single-family homes made affordable to a range of first- time homebuyers and market-rate purchasers. Of the 406 new units, there are 255 public housing units, 50 LIHTC units, and 101 market-rate units. The HOPE VI First Ward revitalization includes critical support for the sustainability of the community through supportive services, a community center, and services for seniors, a swimming pool, and child care center. The construction of the First Ward Child Development Center was funded entirely out of the HOPE VI grant. The child care center serves up to 132 children from infancy to pre-kindergarten. The new 34,000 sq.-ft. community services center was also built with funds from the HOPE VI Grant as well as funds from the Mecklenburg County Park and Recreation Department. First Ward Place was completed in 2001 with a total development cost of \$60.9 million.

On the Tidewater Gardens CNI project, BACDC will support the team by providing CNI expertise; predevelopment financing for the master plan development; support the vertical construction of the multifamily rental with predevelopment funds; and cover up to 50% of the guarantees required during construction and lease-up for the vertical components of which BACDC is a part.

Franklin Johnston: Brinshore Development's local development partner, The Franklin Johnston Group ("TFJG") will focus on the tax credit aspects of the St. Paul's area revitalization, as well as property management. This firm is a privately-held real estate development and management company based in

the Hampton Roads region focused exclusively on the multifamily sector. TFJG has extensive experience developing affordable housing in Virginia, and the Hampton Roads region. As partners, the group has developed approximately 8,500 apartment homes, 4,500 of which are affordable. TFJG is an approved management agent for projects insured by HUD. The company's principals began developing and managing HUD-insured projects in 2005 and are experienced in HUD's leasing and management requirements for both market-rate and affordable projects. TFJG is also designated as a Virginia Housing Development Authority (VHDA) Certified Management Agent, and recently won an RFP award from VHDA to manage any future properties that VHDA recaptures throughout all regions of the state.

TFJG manages 14,555 units at 87 communities in the Mid-Atlantic and southeastern States. A team of experienced professionals with a track record of success in the industry oversee the functional areas of operations, accounting, information technology, compliance, human resources, legal and marketing. This team provides continuous direction and support to the on-site management, leasing and maintenance professionals responsible for day-to-day tactical execution. The portfolio represents assets with a market value of approximately \$1.5 billion and gross rent revenues for 2018 are projected to exceed \$165 million.

Clairmont at Campostella/Pickett Farms: Two of the group's most recent developments in Norfolk include Clairmont at Campostella and The Pointe at Pickett Farms. Clairmont at Campostella, a 152-unit affordable community in Berkley, was completed in 2017. Prior to the redevelopment, this area was a defunct lumber yard adjacent to a single-family neighborhood. In 2015, the group completed the Pointe at Pickett Farms, a 300-unit affordable community on land that previously suffered from significant environmental challenges. As part of the redevelopment, the team remediated various environmental issues including the elimination of a septic field, removed dumped waste and restored wetlands.

C4. People Implementation Entity Capacity. NRHA will serve as the *People Implementation Entity*.

NRHA has in-depth experience implementing a full array of resident and supportive services, including,

for example: HOPE VI Community and Supportive Services; ROSS; Jobs Plus; Homebuyer Assistance; NRHA & The City of Norfolk

Community Gardens; Health Services; Family Investment Center; and Case Management focused on residents in communities undergoing redevelopment.

At Young Terrace, NRHA operates a Jobs Plus program aimed at reducing the unemployment rate in the community – the highest rate of all NRHA’s public housing communities. At the time of the grant award in December 2015, 63 percent of the residents who live in Young Terrace did not have jobs. The average in Norfolk’s other public housing complexes is 40 to 45 percent. HUD’s Catherine Lamberg said Norfolk’s housing authority was chosen because it *“has a track record of delivering results.”* In its grant application to HUD, NRHA states that it will serve at least 250 residents of Young Terrace. The grant program focuses on career training, education advancement, job search assistance, developing job skills and financial literacy.

As of June 2018, 396 of the 638 residents are work eligible and received a Jobs Plus assessment; 49% of those residents are now employed. 131 residents have participated in the employment readiness program, 423 have received job search assistance, 157 have begun a new part-time job, and 98 have started a new full-time job. 39 have enrolled in a college degree program (of 82 who had identified this need), 376 residents have received financial coaching or education. 215 residents have enrolled in Jobs Plus Earned Income Disregard, and have had \$852,859 in rent disregarded. NRHA, the City and several financial institutions and community partners are uniting to deliver a program called Bank On Norfolk which provides financial education, coaching and incentivized saving to participants. This program assists participants in improving credit, creating budgets, growing wealth and prioritizing savings to reach financial goals. Bank On provides a foundation of good financial habits while rents are disregarded and income is increased through the Jobs Plus program.

Relocation: NRHA has two redevelopments underway that require relocation: Grandy 70 and Diggs Place. Diggs Plan is a two-phase RAD combined with Section 18 conversion redevelopment of 422 units and involves use of Tenant Protection Vouchers to relocate approximately 100 households permanently, to allow for additional open space and parking. For Tidewater Gardens, the City and NRHA are

NRHA & The City of Norfolk 20 Tidewater Gardens/St. Paul’s Area CNI

committed to move forward ‘with or without’ a CNI grant so at the final charrette presentation meeting, NRHA provided a map showing the phases of relocation (5 in all) and introduced the residents of Phase 1 to their assigned points of contact. NRHA has assigned Client Services staff to help Phase 1 residents prepare for relocation in late Spring or Summer 2019. The City will supplement these services with a comprehensive case management program called *People First* by year end.

Example of NRHA as People Lead: NRHA has extensive experience in implementing supportive services coordination and program design activities. NRHA served as Housing Lead and People Lead for the *Broad Creek HOPE VI Renaissance*, which began in 2000 and was closed out in 2015 which relocated all households from occupied units in the contiguous public housing sites of Bowling Green and Marshall Manor. Moton Circle (138 units) was demolished later, and added to the area revitalization, bringing the total to over 900 units, a larger challenge than Tidewater Gardens with its 618 households. Residents were relocated to options of their choice, including public housing, temporary or permanent relocation with Section 8 tenant-based vouchers, or in some cases, homeownership.

NRHA staff provided all day-to-day supportive services coordination and program design, as well as case management services throughout the implementation process. NRHA engaged Dr. Feit of Norfolk State University to lead an evaluation of the program, which was completed in December 2009. Partly as a result of the evaluation, a HOPE VI endowment trust was set up in 2010 to support continuation of Community and Supportive Services goals.

A major goal of this program was to assist public housing families to achieve homeownership. The program was extremely successful with a total of 317 public housing and other low-income households purchasing homes (32 on site and 285 off-site). Also, this was in spite of a housing boom in the Hampton Roads area in 2003/04 that pushed up the prices of homes.

Another goal of the program was to help the HOPE VI participants increase their incomes. As of the close-out in 2015, the participants remaining at the revitalized site had an average household income

of \$18,501 versus \$7,211 at the time of application. Households using vouchers had an average of \$15,680, and those in other public housing had average income of \$12,175.

The HOPE VI application goal for assisting households achieve training nearly doubled with 299 households receiving training versus 157 planned. The goal for 30% of households returning to the site as renters post redevelopment was nearly achieved (154 of 166), which is 93% of the goal. 218 households participated in the Earned Income Disregard or paid flat rent, versus the original goal of 137. 27 participants received training certificates or degrees, versus a goal of 10. High School graduation rate was increased by 89% versus the goal of 35%. 118 households received child care services, versus a goal of 100. Families continue to receive transportation services to employment, resident engagement activities, and after school and recreational programs, with 350 participants receiving these services versus a goal of 300. The Community Builders (TCB) provides property management services for the family rental developments, and NRHA manages the 100-unit senior facility. Both TCB and NRHA continue to provide ongoing supportive services for the residents.

Key partners in supporting these efforts include over 60 organizations with outcomes areas for: Housing Stabilization; Youth Development; Community Engagement; Asset Building; Workforce Development; Early Education; Community Safety; Recreation/Health and Wellness. See Attachment 25 for listing of partners and the services and programs they support. NRHA utilized \$4.376 million in HOPE VI funding to support the CSS program and leveraged this with \$687,000 in EZ 2010 funding and \$15.837 million in in-kind services.

C.5 Overall Community Involvement. As outlined in these examples, active community engagement at all levels of revitalization efforts, from planning to implementation, has been of utmost importance to the Principal Team members' neighborhood transformation efforts.

Broad Creek Renaissance, Norfolk VA. The planning process for the development of Broad Creek Renaissance, due to its scale and scope, quickly evolved into a partnership between NRHA, the community, multiple City departments, and a variety of local supporting partners. The City of Norfolk and

NRHA exercised joint responsibility for community engagement in planning and implementing this large area revitalization.

Torti Gallas and The Communities Group were engaged as master planner and facilitated coordination among all parties and City departments, as they have also done in preparing the plans for this *St. Paul's CNI Transformation Plan*. Over a six-month timeframe, community charrette meetings were held that engaged public housing residents from Roberts Village and Bowling Green, nearby neighborhood associations, the business community, the faith-based community, supportive services partners (see C.4 and Attachment 25), City Departments, and local political representatives. NRHA staff surveyed public housing residents, the local neighborhood residents, and the business community. Norfolk State University (NSU) was engaged to assist in developing surveys, and also led the project evaluation.

For the Broad Creek effort, multiple committees and advisory groups were established from planning stage through implementation. In preparation for the application in 1998-99, the Executive Director at NRHA met monthly with the Norfolk City Manager and other agency directors that formed the Housing Impact Group. This group discussed and planned for the relocation, demolition, and the building of the infrastructure to support plans for housing construction. NRHA actively engaged the participation and input from residents via community meetings and telephone hotlines. The meetings were used to generate a creative vision for the community using effectively interspersed presentations and discussions. These open discussion venues were instrumental in encouraging resident buy-in.

The residents' responses to the first survey were used to shape the original goals for the second part of HOPE VI, which is the Community and Supportive Services (CSS) plan. NRHA partnered with 29 community and civic organizations to deliver high-quality supportive services to low-income families and individuals. After conducting a needs assessment of the community, and several community meetings with families residing in Bowling Green and Roberts Village, 10 services categories were established: 1) Employment preparation/placement and retention; 2) Job skills training; 3) Education; 4)

Childcare; 5) Counseling programs and family development; 6) Transportation; 7) Supportive services;

8) Homeownership; 9) Staff development; and 10) Program evaluation. The community partners helped to sustain and enhance community improvements during the implementation.

Upon grant award, the Broad Creek Task Force was established that included public housing representation, community stakeholders and City, NRHA and TCB staff. Staff committees including resident support, financial planning, infrastructure, housing, neighborhood revitalization, small business, communications and civic amenities were managed through an overall steering committee. Additional coordination with the broader community was also provided through a Neighborhood Leadership Committee of 14 civic leagues that met monthly. This committee provided additional input, and a pathway for addressing concerns as the Broad Creek project progressed.

An Executive steering committee with City Council and NRHA Board of Commissioners had oversight of the staff steering committees and Broad Creek Task Force. The Steering Committee/Task Force provided the structure for coordination and communication between the City, TCB, NRHA and other partners and service providers in a forum where residents, civic leaders and other stakeholders could see plans, progress and provide feedback. In addition, as part of the neighborhood development, NRHA created a *Broad Creek Homeowners Association* (HOA) for the new community in 2005. NRHA established the HOA to promote recreation, health, safety and welfare of the homeowners as part of an effort to create a strong community.

Red Maple Grove, Indianapolis, IN. As Master Developer, Brinshore spearheaded the master planning, design, financing, construction and asset management of the Red Maple Grove development in Indianapolis. In preparing the HOPE VI application, Brinshore led an intensive process of resident and community involvement in the planning, design and implementation of the transformation of Brokenburr Trails into Red Maple Grove. This process was particularly difficult due to mandatory relocation of the final 31 residents had due to extreme health and safety hazards on the site.

Through active and varied methods of outreach, including letters, phone calls, and providing transportation to in-person meetings, more than half of the former residents participated in the planning

process. The community was also actively involved through the partnership with the local nonprofit community organization R/ROS, whose service area covers the site. R/ROS provided space in its community room for all meetings in its nearby facility. The network of local social service providers was actively involved in contributing input into the community and supportive service planning.

Brinshore held six resident and community meetings prior to the submission of the HOPE VI application, involving approximately 150 local residents, elected officials, service providers and City and housing authority staff. At these meetings, demolition, design, HOPE VI planning, community and supportive services, relocation, re-occupancy and Section 3 were discussed. The meetings were designed to both elicit ideas and input into plans. Activities included HOPE VI training, Image Preference Survey, design charrette, resident surveys, and service needs assessments. Youth were involved through participation in a photography project in which local teens provided with disposable cameras took photos of the “good, the bad, and the ugly” in the community, and presented their world at the community meetings through PowerPoint presentations.

Input into the construction and tenant selection continued after award of the grant. Meetings were held to recruit local residents interested in Section 3 construction jobs, and MBE/WBE contracting opportunities. A series of community meetings were held to discuss the tenant selection criteria for all residents of the new community. Former Brokenburr residents, and the Presidents of many of IHAs other developments spoke in strong support of the innovative rules being proposed, including drug testing and 20-hour per week work requirement. Red Maple Grove became the first development in the State of Indiana to implement drug testing. Along with constant communication flowing between Brinshore, its property manager and the residents of Red Maple Grove, formal communication continues with annual resident meetings and Homeowner Association meetings with Brinshore managing communications and implementation process.

C.6 References: *References are included in Attachment 27.*

Exhibit D – Design Deficiencies

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhDStPaul'sDesignDeficiencies.pdf

Exhibit D. Need—Design Deficiencies

Tidewater Gardens' many design deficiencies are illustrated in detail in *Attachment 30*. Previous and recent physical needs assessments have identified, among others, the following design deficiencies:

- (a) substantially inappropriate building design or site layout when compared to the surrounding neighborhood which may include inappropriate density;*

The site layout is a super-block, with street penetrations only on the north and west, isolating the site and stigmatizing the residents. There is no off-street parking, and on-street parking is only possible on one side of the street. As Downtown has grown upward, this two-story barracks style building type has grown increasingly inappropriate for the area and mark it as public housing. Several areas of the site experience severe flooding in heavy rains. 36 buildings are in the 100-year floodplain. Over half of the units are built on top of what had once been Newton Creek, which was filled. There is insufficient outdoor area for the residents to use.

- (b) inadequate room size and/or unit configurations to meet the needs of existing residents;*

Tidewater Gardens' units are small and poorly configured with an average of 27% less space than current standards. They have only one full bathroom, and bathrooms are all on the top floor. The units have inadequate storage space, including a lack of kitchen cabinets and under-sink cabinets in the bathrooms. Kitchens average only six feet of counter space. The dwelling unit bathrooms do not provide reasonable maneuvering space due to the placement of fixtures within the small spaces. The dwelling unit bedroom and closet sizes are small in comparison with modern-day construction. Increasing the size of the bedrooms or bathrooms is not feasible due to the type of construction. Due to the original construction, all electrical raceways and plumbing piping is exposed surface-mounted. Future modifications would require the same, whereas appropriate construction would include either furring-out interior walls and construction of bulk-heads/ enclosures around exposed piping, which would further reduce the room sizes.

(c) lack of defensible space related to building layout and orientation;

Units face a courtyard, with the vast majority of buildings having their ends facing the street, thus creating very few “eyes on the street.” Due to lack of off-street parking, and distances from the street to the interior units, there is a lack of safety. Units also have unclear front and back yards and lack divisions between public and private space.

Large old growth trees, vast swaths of open space between buildings, lack of frontage on public streets, steep topography that contribute to blind corners, expanses of indefensible space, and dark vegetated edges at the perimeter all create a lack of defensible space for the community.

(d) disproportionately high and adverse environmental health effects;

Kitchens and bathrooms are not vented to the exterior, resulting in excessive humidity and mold growth contributing to environmental health efforts associated with ongoing residency. When there is either tidal flooding, or flooding from rain events, the children need to walk through the storm water to get to school and need to bring dry shoes and socks to change into when they arrive at school. Residents complain of sewage in the storm water due to lack of adequate backflow prevention.

The dwelling units do not feature central air conditioning. Additionally, the condensate from the window-mounted units runs down the outside of the buildings staining and deteriorating the brick exterior. Window A/C units hinder egress and reduce natural lighting into already dark units.

(e) inaccessibility for persons with disabilities with regard to individual units (i.e. less than 5 percent of units are accessible), entrances/entryways, and common areas; and

The curb cuts are inadequate and walkways need repair and replacement due to tree root intrusion making traversing the site difficult for pedestrians, particularly residents with disabilities (22% of the units). The non-handicap units are not visitable for disabled residents in wheelchairs to and through the first floor, as interior dimensions are too tight and would require relocation of walls and doors, which is prohibitively costly. Fewer than 5% of the units are handicap accessible, and units are not fully adaptable.

While select units have been modified for people with disabilities, the units are not up to current standards and many areas of the site are not accessible. Site grading and walkways do not provide accessible routes to all site amenities including playgrounds.

(f) significant utility expenses (at least 30 percent higher than similar properties) caused by energy conservation deficiencies that may be documented by an energy audit.

Water consumption is the most significant utility cost at Tidewater Gardens. Per an Energy Audit Report from Ameresco, most units have 3.5 GPF toilets. Showerheads are rated 2.9 GPM; kitchen and bathroom sinks have average flow of 2.1 GPM. Thus, existing 3.5 GPF toilets are consuming over 200% more water than today's low-flow toilets (1.1 GPF). Showerheads are consuming 132% more than today's water conserving showerheads (1.25 GPM). Bathroom faucets are consuming 40% more than water conserving standards faucets (1.5 GPM). Existing refrigerators consume 458 kWh, versus a comparable Energy-Star refrigerator, which consumes 297 kWh, which is 35% higher than Energy-Star. As a result, Tidewater Gardens utility costs are at least 30% higher than similar, but modern, properties.

A recent CNA (see Attachment 28) notes these additional deficiencies in design:

1. Rehabilitation of the property would require 100% vacancy/relocation, due to requirements for major mechanical, electrical, and plumbing system and piping replacements.
2. Rehabilitation of the structures would include environmental remediation requirements relative to hazardous building materials (asbestos, lead and mold).
3. A minimum of 1 1/2 bathrooms (one full bathroom and one half-bathroom) in all two- bedroom units and a minimum of 2 full bathrooms in all three or more-bedroom units is recommended.
4. Concrete that is cracked, crumbling, spalling, heaving or settling, or may be a safety issue is to be repaired or replaced.
5. The exterior entry doors are not insulated. The replacement of exterior doors is recommended.

Exhibit E – Neighborhood Narrative

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhEStPaul'sNeighborhoodNarrative.pdf

The Neighborhood: Data and Description. The Choice Neighborhood target area encompasses four flood-prone, social and economically vulnerable low to moderate income, predominantly African-American neighborhoods adjacent to Norfolk's vibrant and growing commercial Downtown core. The target area covers approximately 500 acres and is generally bounded by St. Paul's Boulevard on the west, Tidewater Drive on the east, I-264 and City Hall Avenue on the south, and the Norfolk Southern railroad tracks to the north. The roads that form the boundary of the CNI area provide access to the region and beyond due to their connections to the interstate system. However, they also serve as physical barriers that separate the area from the adjacent Downtown and other key activity centers.

In the heart of the CNI target area is the St. Paul's area, home to the region's highest concentration of public housing with nearly 1,700 aging units which have reached the end of their useful life and are slated for phased demolition and redevelopment by NRHA and the City over the next ten years. The CNI target area includes three family public housing projects with a total of 1,674 units: Young Terrace (746 units built in 1953) Tidewater Gardens (618 units built in 1955), and Calvert Square (310 units built in 1957) and 1,324 units of primarily single-family dwelling units in the historic African American (92%) neighborhood of Olde Huntersville.

Like many areas in Norfolk, this area floods as a result of a combination of issues: it sits atop a historic creek filled in a century ago and part of the land is located in the 100-year floodplain. Included in the area are two elementary schools, assisted midrise apartments for the elderly and disabled, a privately-owned family project-based voucher apartment complex, the post office distribution center, various commercial uses and the Hunton YMCA, which provides day care services and recreation. The subject of the distressed public housing to be replaced through the CNI program is Tidewater Gardens.

Demographic Composition: The study area is a predominantly African-American community, with 93.2% of its residents African American, compared to 42.2% citywide, according to the 2012-2016

American Community Survey. The percentage of African Americans has been declining slightly, from 97.2% in 2000 and 95.8% in 2010, as the percentage of other races and persons reporting two or more races has increased. There are 198 persons of Hispanic origin in the study area, or 2.5% of the total.

Tidewater Gardens: Tidewater Gardens is a 44-acre site. Total population in Tidewater Gardens is 1,662 residents, 927 of which are children and just under 100 are seniors. 32% make less than 30% of area median income (AMI) and 89% of adults age 18 and over are unemployed. There are 139 residents in Tidewater Gardens with a reported disability. 54% percent of the families have been in the community less than 5 years while 30% have been in the community for 10 years or longer. Over 200 residents of Tidewater Gardens are on the Housing Choice Voucher waiting list and 41 are in the Family Self-Sufficiency (FSS) program.

Young Terrace: 908 of the 1,774 residents of Young Terrace are children, ages 0 to 17. 34% of the residents make under 30% of AMI with an average annual income of \$10,323. Over 100 seniors are located in Young Terrace, 188 are disabled and 83% are unemployed. 47% percent of the residents in Young Terrace have been in residence less than 5 years and 32% have been there for over 10 years.

Calvert Square: There are 738 total residents in Calvert Square and 380 are under the age of 18. 33% percent of the residents make under 30% of AMI with an average annual income of \$10,323. There are 40 seniors and 68 residents with disabilities. Calvert Square has the lowest unemployment rate of the three public housing communities at 75% with an average annual income of \$11,055. 49% percent of the residents in Calvert Square have been in the community less than 5 years and 32% have been there for 10 years or more.

History and Housing Description: The neighborhood's economic and social isolation is a result of the 1950s public housing development configuration. Design of the site and buildings lack a sense of address, feeling of safety, and the ability of residents to make use of outdoor spaces. The front doors of most units face an internal walking path, not a street. These internal paths lack visibility from traffic and

buildings, as well as the critical mass of pedestrians that creates the perception of safety. The superblock layout of Tidewater Gardens undermines its intent as a residential neighborhood. Open areas between buildings lack definition between private and shared areas, and thus generate little sense of ownership or stewardship on the part of residents. Also, the limited interior street network within the Tidewater Gardens sector hinders passage of through traffic, isolating the neighborhood from surrounding areas. The layout of the project is dated and does not provide adequate parking or public spaces. The units are a mix of one- to five-bedroom units and are small by current standards. There is limited space devoted to recreational uses. Studies commissioned by NRHA dating from 2010 through 2018 highlight the deteriorating condition of the units.

Young Terrace and Calvert Square Communities. The Young Terrace and Calvert Square public housing communities are located to the north of Tidewater Gardens. Together, the two sites contain approximately 55 acres, although they are separated from each other by a small commercial corridor along Church Street. Like Tidewater Gardens, these developments are also separated from the Downtown area by the existing pattern of arterial streets. The location of these units in such close proximity to each other, and to Tidewater Gardens, compounds the concentration of low-income residents and the economic segregation of the area.

Huntersville: Huntersville is one of the oldest areas in the City and one of the first to offer home-ownership to Black families. During the years of segregation, it was a thriving social and cultural center of the African-American community in Norfolk. From the early 1900s to the 1950s, Huntersville was a fashionable middle-class residential address where the leading business and professional leaders in the African-American community resided. It was also the center for African-American business in the City.

Huntersville is primarily a low- to moderate-density residential area of 1,324 units with many valuable assets, and a rich history that defines the community. Huntersville is home to a number of active community leaders, strong churches, a recreation and multi-purpose center, a library, the Attucks

Theatre, and a strong civic league. A commercial corridor along Church Street extends the length of the

area and provides locally oriented services. Easy access to Church Street and Tidewater Drive provides the Huntersville community a short drive to Downtown and employment, shopping, and cultural amenities. There is also easy access to Norfolk State University, Old Dominion University, Tidewater Community College Norfolk Campus, Sentara Norfolk General and the Children's Hospital of The King's Daughters (CHKD). Huntersville is a transition area between higher densities in Downtown and more suburban areas north of Downtown. An estimated 32.9% of the units were owner-occupied, significantly below the owner occupancy rate of 42.8% for the entire City.

In the 1960s and 1970s, the Church Street corridor and Huntersville community saw a sharp decline, with a higher incidence of poverty, crime, deteriorating properties and significant areas of blight. Redevelopment and revitalization efforts have resulted in new housing, infrastructure and some additional investment. However, there is still a great need to continue revitalizing efforts to further transform the community. The Church Street corridor and Huntersville neighborhood still suffer from blighting influences, poor housing conditions, low home-ownership rates, low incomes, high unemployment, and higher incidences of crime.

Over the years, public action has shifted from blight removal to strengthening the neighborhood through rehabilitation and other community actions. The Critical Community Improvement Plan will help Huntersville reemerge through and after the CNI implementation process as a thriving community.

Changes, Challenges, and Assets

Changes: The St. Paul's area has experienced the changes and challenges associated with all great American cities. 57.5% of the families in the neighborhood are living below the poverty level, which is unacceptably higher than the citywide rate of 16.4%. This varies considerably within the study area, with Huntersville having the lowest poverty rate at 27.1%, while the poverty rate in the public housing communities' hovers around 70%. Of the four neighborhoods in the study area the only one with a reduction in the poverty rate for families is Huntersville, which has declined from 33.1% in 2000 to 27.1%

in 2012-2016. Meanwhile the family poverty rate in the other three neighborhoods has increased, from

67.3% to 76.4% in Young Terrace, 66.8% to 68.9% in Calvert Square and 62.8% to 68.9% in Tidewater Gardens. The citywide rate has also increased from 15.5% in 2000 to 16.4% in 2012-2016.

Average household incomes in the study area have declined from \$30,082 in 2000 (in 2016 dollars) to \$28,659 in 2012-2016, while average household incomes citywide increased from \$59,966 in 2000 (2016 dollars) to \$71,578 in 2012-2016. Average household incomes citywide are more than 4 times higher than two communities in the study area (\$16,427 in Young Terrace and \$16,534 in Tidewater) while the average household income in Huntersville, at \$44,151, is closer to the citywide average.

Challenges: As these numbers indicate, the communities face some major challenges and the residents, through extensive engagement (outlined in C5), have made their concerns clear:

Flooding: In extensive discussions, charrettes, and design workshops, community residents identified flooding as a critical issue. Residents now experience more than 100 hours of street flooding per year due to sea level rise, and tidal action. As noted earlier, Tidewater Gardens and Calvert Square sit atop a historic creek, Newton Creek, that was filled and a large area of the neighborhood falls within the 100-year floodplain. Storm water infrastructure is also undersized, and during high tides, the outfalls are below river water levels so runoff from flash rain events overwhelms the system.

Crime and Safety: Crime and safety are top concerns for area residents. Many residents report feeling unsafe leaving their homes at night or allowing their children to play outside. Gun violence and drugs are the top two issues noted by residents. The community has expressed the need for more police presence and enforcement, better lighting, security cameras and neighborhood watch groups.

Patterns of Disinvestment. The three public housing communities lack any integration into private sector activity or investment, so no private investment activity occurs in these areas.

Isolation and Lack of Neighborhood Serving Retail. Although the site is adjacent to the Downtown area, it is physically isolated by three major roadways (Brambleton Avenue, Tidewater Drive, and St. Paul's Boulevard). The physical isolation creates a feeling of social and economic isolation.

Residential Vacancy: The Huntersville neighborhood has over 100 vacant lots interspersed among single-family homes, contributing to an overall feel of economic disinvestment. While currently a detriment to the landscape, these parcels represent development opportunities for infill housing. To jumpstart investment, the City has instituted an expedited development process and provides free house plans for single family infill development on the neighborhood's undeveloped residential lots.

Assets: In spite of area distress, the community has preserved remarkable social and cultural assets:

The Churches. These neighborhoods boast a number of significant church buildings including the Basilica of Saint Mary of the Immaculate Conception, Historic First Baptist Church, Queen Street Baptist Church, Christ Pentecostal Church, and St. John's African Methodist Episcopal Church. These distinctive landmarks of historically significant architecture sited in prominent locations give the community a strong identity. Augmented by additional neighborhood houses of worship, these strong congregations help preserve the area's cultural history while providing ongoing service ministry to the community.

William A. Hunton YMCA: The Hunton Y is the nation's oldest, independent, historically African-American YMCA currently located in the Tidewater Gardens area and has served as a cultural hub of the black community for several decades. Together with Tidewater Park Elementary School and P.B. Young Sr. Elementary School located in the Choice Neighborhood, each provides essential services to the residents of the community.

Attucks Theatre: Built in 1919, and designed, financed, and constructed by the African-American community, the theatre is listed in the National Register of Historic Places and has been renovated and expanded. The Attucks Theatre was restored by the City and Norfolk Redevelopment and Housing Authority's New Markets entity, Hampton Roads Ventures in 2004. Today it is operated by the City and hosts musical and theater acts as well as serves the community through classes and workshops.

Apart from these major neighborhood assets, the community is also enriched by:

- The Huntersville Community Center and Pool

- The Blyden Branch of the Norfolk Public Library
- Calvert Square Family Investment Center
- Vivian C. Mason Arts and Technology Center for Teens

Downtown Norfolk: Finally, the Choice Neighborhood target area is adjacent to Norfolk’s revitalized Downtown. As America’s favorite Hometown (Travel and Leisure, October 20, 2017) Downtown has significant education assets—The Governor’s School for the Arts, Tidewater Community College and the Slover Library, as well as cultural assets—The Wells Theater, MacArthur Memorial, Chrysler Hall, Hurrah Players, Virginia Arts Festival and SCOPE Arena. Downtown hosts corporate office buildings, tech companies, a thriving restaurant and entertainment district, a regional shopping mall, and 6,000 Norfolk residents. West of Downtown, the West Freemason and Ghent neighborhoods have a mix of housing types and incomes and local retail. The Arts District, immediately west of Young Terrace, includes artist studios, galleries and entertainment venues as well as the Chrysler Museum and Harrison Opera House. South of the expressway is Harbor Park with a baseball stadium.

Transit: Public transportation is available by both bus and light rail. Fourteen bus routes operate in the target area. In 2016, the Downtown Norfolk Transit center was relocated into the neighborhood, which greatly increased the convenience of bus service. Greyhound service is currently available in an area adjacent to St. Paul’s but will be co-locating at the Downtown Norfolk Transit center in 2019. Amtrak is located within walking distance and three light rail stations are located within ¼ mile of the area.

Educational and Employment Opportunities: Norfolk offers a variety of educational opportunities to its residents. The Choice Neighborhood target area includes two elementary schools – Tidewater Park (grades 3-5) and P.B. Young Sr. (grades PK-2). Just outside the boundaries is Ruffner Middle School and Booker T. Washington High School that serve children of Tidewater Gardens. Additionally, Norfolk is home to five colleges and universities located near the target area – Norfolk State, Old Dominion, Tidewater Community College, Eastern Virginia Medical School and Virginia Wesleyan.

Norfolk is the region's business center with nearly as many jobs as residents (211,869 jobs and 247,087 persons). Nearly 96,000 workers commute to Norfolk each day. The Downtown area alone boasts a daily workforce of 30,000. The City has eight business parks containing 19,000 jobs. Norfolk is also home to several business headquarters including ADP which relocated to Downtown Norfolk in 2017, bringing 2,100 plus new jobs, the largest job creation project in Norfolk in more than two decades. *Norfolk Works*: Norfolk Works is the workforce development arm of the City of Norfolk's Department of Economic Development, which operates a Job Resource Center approximately 2,000 feet from Tidewater Gardens public housing community. Launched in December 2016, Norfolk Works is designed to champion the recruitment of diverse Norfolk talent to support business retention and expansion, and, in collaboration with local workforce development agencies, help Norfolk citizens prepare for and connect to local employment opportunities.

Recent Revitalization Activities

S.L. Nusbaum is building the St. Paul's Apartments, a \$20 million affordable mixed-income rental community of 126 units, which will have 13 project-based voucher units, in addition to accepting tenants with vouchers. This new community under construction is in close proximity to the Tidewater Gardens public housing community and the 13 project-based vouchers will be made available to its residents. It is planned to be completed in late 2018 or early 2019.

Other recent or ongoing major neighborhood investments include:

- Rehabilitation of St. Mary's Basilica (\$6.2 million);
- Church Street Station Studios, 80 units for low-income and homeless (\$13.9 million);
- Downtown Norfolk Transit Center (\$6.23 million).

A new initiative adjacent to the St. Paul's area is the planned *Culinary Institute* on the 1-acre site of what is currently the Greyhound Bus Terminal. This \$20 million, 47,000 square foot facility will allow Tidewater Community College to expand its visual arts programs and provide five culinary program

kitchens as well as a test kitchen for the community and entrepreneurs. The college also plans to add new programs in baking and pastry, food science and dietetics. A student-run restaurant will be open to the public. The college also plans to host local and national culinary competitions. The funds for the project will come from private donations raised through a college campaign focused on competitive workforce. The center is planned for completion in summer 2020.

Market Studies: Multiple previous and recent market studies reveal that mixed-income housing in St. Paul's could attract significant demand of this type—1,500 market-rate or workforce units (those units affordable to households earning between 80% and 120% of the area median income) over 10 years, in addition to 618 replacement assisted rental units. [See summary at Attachment 32.]

Neighborhood Vision: Norfolk will revitalize Tidewater Gardens and the entire St. Paul's area to be one of the most desirable neighborhoods in the City where families and residents from all income levels, races, ages and cultures can live, learn, work, play and thrive.

Implementation of the choice neighborhood initiative will:

- Transform this area, with high concentration of poverty, into a mixed-income, mixed-use community of opportunity that offers first class mixed-income rental and for sale housing;
- Leverage, connect and extend the work in Norfolk's adjacent Downtown district;
- Ensure that the physical transformation of the neighborhood is combined with a comprehensive approach to human development focused on the needs of people: Education, Jobs, and Health and wellness.
- Create high performing neighborhood schools focused on Science, Technology, Reading, Engineering, Arts and Mathematics and project-based learning.

The neighborhood will also include high quality retail, commercial and medical uses while ensuring that the neighborhood is resilient to challenges described above.

Exhibit F outlines the framework and strategy for addressing these challenges.

Exhibit F – Neighborhood Strategy

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhFStPaul'sNeighborhoodStrategy.pdf

F.1 Overall Neighborhood Strategy: Norfolk’s Neighborhood component of the Transformation Plan focuses on the transformation of two areas: the built environment, and the expansion of amenities and opportunities for the all residents of the area. The City, NRHA and its community partners have already extensively invested in many of these strategies as summarized in Attachment 40.

The neighborhood strategy builds on the idea that all residents should have access to quality jobs, education, childcare, health care, shopping and similar foundations of social and economic vitality. Successful redevelopment of the area will depend on creating an attractive community for a diverse range of residents, living in an inclusive neighborhood, whether they reside in assisted or in market-rate housing.

Beyond the overall amenities required for a successful community, the redevelopment will address the specific needs of the current and future public housing residents. Ensuring positive outcomes for families living in Tidewater Gardens at the time of redevelopment, and new families who reside in the redeveloped St. Paul’s area, is essential to the success of this plan.

Resilience: Challenges, Responses, and Strategies

In Norfolk, resilience entails ensuring that we prepare for challenges and respond by converting challenges into opportunities. At the core of the City’s resilience strategy is a commitment by each citizen, organization, and municipal system, and by leadership from all sectors, to acknowledge our stresses and vulnerabilities and to work proactively to find solutions.

Broadly, the challenges relate to three issues - water (coastal and stormwater flooding, access to opportunity, and strengthen neighborhoods/deconcentrate poverty. The neighborhood vision creates responses rooted in resilience-based strategies to manage these challenges.

Water: Create green infrastructure that mitigates flood risk and provides educational and recreational opportunities

Norfolk is not just a City *on* the water, but we are a City *of* the water. Thus, the crown jewel of the Tidewater Gardens area will be the transformation of the flood-prone areas into a water eco-center

comprised of great parks, green spaces as well as a dynamic living laboratory to provide research, educational, and recreational opportunities for residents, the region and the world.

The envisioned neighborhood transformation takes advantage of the opportunity to use innovative water management solutions to recurrent flooding as a catalyst for economic and social revitalization by reconstituting the landscape around natural systems, historic hydrology patterns and landscape elements. The former Newton Creek will be restored to form a “water spine” to handle large volumes of stormwater runoff. The new natural system will serve as a water management tool, while creating new pathways and green spaces throughout the community and reconnecting it to the adjacent Downtown, waterfront and area amenities. New streets will contain large green spaces and bioswales, a green landscape element that removes nutrients from surface runoff and mitigates flood risk., by acting as sponges. The bioswales will also augment reconfigured grid pattern by providing green walkways.

The opportunity to create a connected greenway system that will provide important recreation opportunities, spur economic development, increase property values, provide for easier transportation access currently limited during storm events, establish urban walking trails connecting historic sites and neighborhood parks, manage stormwater and provide flood mitigation efforts also creates resilience dividends on the planned St. Paul’s revitalization project. The City recognizes the importance of funding this catalytic project, which is estimated to cost between \$25 and \$40 million.

The City has several potential funding sources for the greenway system. The FY 2019 Operating Budget included a one cent real estate tax increase dedicated to resilience projects. This one penny created an additional \$1.85 million a year in revenue to support coastal, economic, and neighborhood resilience. By leveraging the \$1.85 million in annual revenue, the City can fund approximately \$25 million of resilience projects. Further, the City will explore innovative strategies to leverage municipal funds to attract private capital, grant funds, and potentially, subsidized loans.

This resilient park/greenway system will ensure that it becomes one of the centerpieces of the nation’s response to an emerging challenge.

Access to Opportunities: Deploy catalytic placemaking, transportation, and networking strategies to improve inter-neighborhood connection, and create access to opportunity.

Norfolk will challenge the ‘geography is destiny’ narrative by strategically transforming the physical space in the neighborhood.

- **Create connected neighborhood streets and blocks:** Norfolk will build a pattern of neighborhood streets and blocks that create the framework for a mixed-use, mixed-income neighborhood. The physical form and placement of development will create an enhanced setting for the St. Paul’s area as an attractive, welcoming and walkable community. The existing historic structures should be the inspiration for the design of the community.
- **Restore Church Street as the commercial, civic and social heart of the community:** This improved community form will be celebrated through the restoration of Church Street as the heart of the community. A historic African-American commercial corridor will be realigned and rebuilt to lead from the existing Martin Luther King Jr. Memorial to the steeple of the Basilica of St. Mary’s, which has been home to African-American worshippers since 1886. Along the revitalized street, will be mixed use buildings with apartments and offices over retail shops and medical services. With its new pedestrian scale, it will become the heart of this walkable community. It would connect the now separate parts of the area and link to Huntersville and other neighborhoods to the north.

A revitalized Church Street will also attract more retail and services for all. A substantial increase in the sheer number of households (viewed as “Rooftops” by the marketplace), as well as in average household income, can play an important role attracting neighborhood services to the St. Paul’s area such as pharmacies, banks and convenience stores. Ultimately, this realignment is the key to transforming this community. Since, the street will play a crucial role not only in placemaking but also in preservation of the culture of the St. Paul’s community. This realignment will ensure that the transformation of St. Paul’s will be celebration the past whilst welcoming the future.

- **Connect to Downtown and Connect to Opportunity:** Norfolk's Downtown is the hub of multiple opportunities in the City. St. Paul's Boulevard is a major barrier between the implantation area and Norfolk's bustling Downtown. In keeping with Norfolk's vision of converting challenges to opportunities, the implementation strategy will convert St. Paul's Boulevard from high speed, vehicle-dominated highway with only one cross street to a slower speed boulevard with multiple intersections that provide connections to the community's new traditional network of neighborhood streets. Street crossings on St. Paul's will be made safer with 1) Highly visible crosswalks; 2) Convenient signals; 3) Lower traffic speeds; and 4) Shorter curb-to-curb walking distance.

These strategies will break down decades old barriers. The redesigned neighborhood will add additional cross streets, reconnecting both Olney Road and Freemason Street across St. Paul's Boulevard. Freemason Street will connect the community from the east side of Tidewater Drive and Ruffner Middle School, to the core of Downtown and on to the neighborhood of Freemason on the west side of Downtown. Olney Road will connect all the way through the Arts District to the medical campus, a large regional employer, on the west. The goal is to provide equity between the west side of St. Paul's Boulevard, with all its amenities, with the east side. These east to west connections will tie this community into the rest of the City.

Strengthen Neighborhoods and Deconcentrate Poverty: Reinvest in and revitalize neighborhoods by creating a mixed-use, mixed-income neighborhood that connect people and opportunity

- **Create a Mixed-income Community:** Successful implementation of the CNI will also ensure a diverse mix of residential development ranging from single-family and town homes to small and large scale multifamily for all income levels. Building variety will ensure long term stability for the community by providing lifestyle housing for people in all stages and walks of life. And, will include rental assisted housing, workforce housing and market-rate housing with housing types for young people just starting their adult life, families with children, empty-nesters and the elderly.

- High-Quality Educational Opportunities:** To ensure that the children living in St. Paul's, particularly residents of public housing, enjoy opportunities for safe, healthy, and rewarding living, a successful education access and network, is critical. The transformation of the Tidewater Gardens area will be successful through the focus on high-quality educational opportunities in income-integrated schools that close the achievement gap for low-income students. A transformed St. Paul's will provide access to excellent educational opportunities in partnership with Norfolk Public Schools, five local colleges and universities located in Norfolk and early childhood education institutions. This education strategy is outlined in the People section of this plan. Physically, the St. Paul's area will be designed in a way that utilizes the natural landscape of the community to create an educational campus that provides educational opportunities for all ages and stages of life. The park would provide the open space needed for schools and high ground can accommodate educational or research facilities around water management.
- Employment Opportunities:** The transformation of the Tidewater Gardens area will provide high quality housing for its residents but also include employment opportunities along St. Paul's Boulevard, which is planned for later office and commercial space. The transformation plan catalyzes growth of the surrounding area with an anchor investment, a Catalytic Community HUB. This 60,000 square foot commercial facility, centrally located along Church Street, will bring people in from both sides of St. Paul's and provide both employment and training opportunities in the areas of health, culinary arts, design and innovation. See F.2 below for additional information.
- Provide recreation and open space opportunities:** This will include new recreation facilities serving the diverse needs of the people who live, work and visit St. Paul's, including active facilities offering exercise and play, walking, biking, tot lots, and playgrounds. Residents expressed the desire for passive activities allowing for enjoyment of natural areas and open spaces as well as space to hold group events such as festivals and cookouts. And most importantly, residents requested places

for their children to play, near the YMCA, schools, daycare centers and churches. This Transformation Plan incorporates all of these types of open space.

F.2 Critical Community Improvements Plan

Below are the core strategies that will encourage economic investment in the Transformation Plan area.

Strategy 1: Catalytic Community HUB: Tidewater Gardens

The St. Paul's area is a study in separation, with St. Paul's Boulevard as a barrier that disconnects this community from the rest of the City and a road network that specifically diverts access away from the community. That separation keeps most Norfolk residents from experiencing what St. Paul's has to offer and limits employment and recreational opportunity for residents of Tidewater Gardens. The HUB is designed to change that. Through programs in Culinary Arts, Art, and Technology, the HUB will draw Norfolk into this community while also providing new opportunities for Tidewater Gardens residents to both imagine and create a new future for themselves. The HUB is intended to provide the physical and programmatic infrastructure designed to help residents build wealth, with a focus on helping the next generation of residents create a community without boundaries. The HUB will empower entrepreneurship and innovation, encouraging residents to become anything they can imagine.

The HUB will be led by Green Coast Enterprises and E Smith Communities. Green Coast Enterprises pursues opportunities that advance the triple bottom line of "people, planet, and profit" striving to increase economic vitality, environmental health, and social opportunity through development. A Green Coast flagship building, the Pythian in Downtown New Orleans, is anchored by a food hall and event space concept that is now expanding to other areas of the country. This team of culinary and real estate professionals that operate Pythian Market would be part of the planning for the food service components in this program and includes a team with extraordinary expertise in food hall concepts and culinary education. Similarly, E Smith Communities brings innovative, targeted real estate solutions designed to transform neighborhoods focusing on food security, healthy living, wellness, education and training.

The HUB is designed to match commercial activity with job creation in a facility accessible for residents with limited transportation resources. It is a linchpin in the walkable community created with new housing units. Each space curated by our partners strives to serve multiple objectives, including skills identification, workforce training and development, apprenticeship opportunity, and education to work. City research has highlighted jobs that, at a minimum, deliver a living wage without a specific requirement of formal educational criteria. Targets include culinary arts, healthcare, building trades, and entrepreneurship. The HUB will co-locate startups and more traditional retailers, creating a direct jobs training to apprenticeship to full time position pipeline.

From a planning standpoint, the HUB will be the non-residential anchor of the neighborhood and will connect the St. Paul's area to the rest of Norfolk. It will serve residents from the neighborhood while attracting visitors from the outside in an architecturally significant building that promotes economic opportunity for former Tidewater Gardens' residents and economic rejuvenation for the area. The HUB will be a commercial magnet, encouraging other "traditional" retailers to consider the area because of the synergies created by the mix of new housing and creatively trained potential employees. The building contains three floors of roughly 20,000 sf each:

1st Floor – Food & Beverage and Event Space: Food Hall and Culinary Training Facility of approximately 10,000 sf. The Food Hall will be comprised of locally owned existing and startup vendors, encouraging entrepreneurship and creating opportunity for self-wealth. The Food Hall will also include a partnership with local chefs and culinary programs at the Tidewater Community College. The Event Venue will occupy the balance of the 1st floor and will complement the Food Hall. With a multi-functional design to encourage special events programming, the space will blend friends and family with food, drinks and goods from the retail shops. Events such as arts exhibits, neighborhood meetings, dance or yoga classes or concerts, cooking demonstrations and culinary education aimed at residents and focused on food as medicine, enrich the community and solidify the placemaking character of the space.

2nd Floor – Shared Services, Software & IT, Transport Technologies: B2B Services, Programming & Technology Training, Business Incubation, Additional Workforce Development. Potential partners include StartUp Box, Old Dominion University, Norfolk State University, government agencies, New York Times Shared Services, Tidewater Community College Workforce Development.

3rd Floor – Art & Design: Studio & Flexible Space for Creative Industry Education & Training. Good technology needs great design and a successful business needs impactful marketing. This can be a space where community members come to learn about and participate in pre-apprenticeship training in graphic design, studio art, film production, social media and digital marketing. Potential partners include Art2Work, and Old Dominion University, and Norfolk State University.

The HUB recognizes all have the potential to create value. The focus is on investing in home-grown talent who will lead Norfolk into a strong and productive future. In collaboration with the City and NRHA, the team wanted to create a program that provides employment opportunities to former St. Paul's residents. Current residents of St. Paul's have focused on the following sectors, which fit their current level of educational attainment and match up well with resident survey data. For Youth/Young Adults: 1) Maritime Careers; 2) Healthcare; 3) Apprenticeships (Electrical, Plumbing, HVAC); 4) Culinary; and 5) Entry level opportunities for those with no skills and no high school diploma. For Adults: 1) Healthcare (from PCA to RN inclusive of phlebotomy, pharmacy tech, radiology, etc.); 2) Skilled / Certified Trades; 3) Transportation (inclusive of CDL); 4) Administrative Assistants; and 5) Culinary Arts including entrepreneurial opportunities.

Further, the HUB uniquely will be programmed to deliver access to those skills that currently are not being provided in existing workforce training programs, with a focus on building future-focused capabilities. Funding of the HUB will come from a mix of public and private resources:

Sources		Uses	
Equity / Incentives	\$10,100,000	Acquisition	\$1
Debt	\$6,483,001	Hard Costs	\$15,170,000
CCI	\$1,800,000	Soft Costs	\$3,213,000
Total	\$18,383,001		\$18,383,001

The \$1.8 million seed investment from CCI may leverage over \$16.5 million in other sources.

Strategy 2: Heritage-Focused, Resilient Streetscape

Over and above Norfolk’s typical street-scaping, select streets will serve as part of the City’s Resilience and water management. This network of “green” streets provides opportunities to *Honor the Cultural Heritage of the Neighborhood*. To honor the resilience of the African-American community, historic markers will be installed along a trail, which links important sites, such as the Martin Luther King, Jr. Monument and Attucks Theatre, to Huntersville and the Tidewater Gardens area. The trail, which will connect to bike and walking trails in the Greenway and through to Harbor Park, will join, and become an integral part of, the broader Elizabeth River trail network. Also, to honor and preserve the past, a public housing building will be preserved along the Greenway/Blueway and converted to a museum dedicated to the history of the area and honoring the contributions of luminaries of the African-American community that brought cultural, educational, and scientific enrichment to Norfolk. The City and NRHA will reach out to residents and local leaders for contributions of historic photos and stories to illustrate and preserve the Church Street heritage. The museum building will also feature art space with rotating exhibits to provide opportunities for local community artists to display their works. Funding of the museum, markers and trail will come from a mix of public and private resources:

Sources		Uses	
NMTC Equity	\$2,000,000	Renovation Costs (Museum)	\$3,600,000
HTC Equity	\$1,000,000	Street Improvements (Trail)	\$700,000
CCI Funds	\$1,000,000	Purchase and Install. of Markers	\$300,000
Local Fund Raising	\$1,000,000	Soft Costs	\$400,000
Total	\$5,000,000	Total	\$5,000,000

Strategy 3: Strengthening Huntersville through Homeownership

While the prime focus of this application remains Tidewater Gardens, the success of Huntersville is critical to its success of the entire implementation. Norfolk wants to ensure that Huntersville reemerges as a strong neighborhood rooted in its history but looking forward to a robust future. Norfolk is already implementing its *Strengthening Neighborhoods Program* in two other neighborhoods in the City. CNI will allow Norfolk to extend the program to Huntersville.

The strengthening neighborhoods program deploys concentrated funding and educational resources to a neighborhood using multiple tools to ensure that the neighborhood becomes a resilient neighborhood. Physical tools include down payment assistance to increase homeownership, renovation programs for owner-occupied single-family homes and rental rehabilitation programs for small rentals of 8 units or less. The program pairs physical tools with programmatic tools that strengthen the leadership and capacity of residents—programmatic tools such as, the City’s Rent Ready Norfolk program that assists landlords, property managers and renters through quality assessments, education, and resources, the City’s financial empowerment program Bank On Norfolk and the Department of Neighborhood Development’s Neighbors Building Neighborhoods Academy of classes. NRHA will use HOME funds for down payment assistance grants of \$20,000 each for a total of 30 homes. \$750,000 of CCI funding will be used to implement this strategy.

The Transformation Plan will allow for the Strengthening Neighborhoods tools to be used in Huntersville. These tools will be further added by the development of in-fill housing on 92 publicly owned lots under site-control of either the City of Norfolk or NRHA. The anticipated housing price points will average \$185,000 which will include both market-rate and subsidized single-family homes. As part of this strategy an aggressive campaign will be implemented to recruit 15 Tidewater Gardens residents into NRHA's existing Housing Choice Voucher homeownership program. All subsidized clients will receive homeownership counseling services through the housing authority's HUD certified counseling agency entitled HomeNet and will have access to the Virginia Housing and Development Authority's low interest loan products. Local Community Housing Development Organizations and local minority builders will be active participants in the subsidized homeownership strategy. Funding will come from a mix of public and private funding:

Sources		Uses	
Private Equity	\$4,275,000	Homeowner Down Payment and Closing costs	\$600,000
CCI Funds	750,000	Private Mortgages	\$4,950,000
CDBG	\$525,000	Section 8 Homeownership	\$675,000
Section 8 Funding	\$675,000	Rental Rehabilitation	\$150,000
Home Funds	\$580,000	Home Owner Rehabilitation	\$450,000
Dollar Bank private grant	\$20,000		
Total	\$6,825,000	Total	\$6,825,000

Strategy 4: Inclusive Economic Growth - Commercial and Small Business Support

The CCI budget includes \$500,000 for commercial and economic development activities that improve economic mobility for St. Paul's residents, as well as the entire City, by developing the entrepreneurial

ecosystem and supporting small, minority and women-owned businesses. Norfolk Works is an award-winning program linking Norfolk business with Norfolk employees which will be expanded in its mission to not just connect Norfolk residents with existing jobs, but also, in concert with other community partners, to help prepare them for future jobs. Norfolk Works will expand beyond its current single Downtown location to deliver services more closely to the St. Paul's area. The Small Business Initiative is a full toolbox of training, capital accumulation, counseling and technical assistance for small business. The Empowerment series of small events brings together small and micro business owners to learn from, and of, each other, creating an informal support network.

Sources		Uses	
City General Fund	\$1,440,000	Norfolk Works Career-Ready Services	\$1,250,000
CDBG	\$570,000	Norfolk Works St. Paul's Center	\$250,000
Private Partnerships	In-kind	Small Business Revolving Loan Fund	\$250,000
CCI Funds	\$500,000	Small Business Initiative Services	\$760,000
Total	\$2,510,000	Total	\$2,510,000

F.3 Public Safety Strategy

Tidewater Gardens has been identified by the Norfolk Police Department (NPD) as a hot spot for crime in the City. Residents have also expressed feeling unsafe in the community. Due to these factors, NPD has implemented a public safety strategy that is achieving results. Overall crime in the City is down.

Under the leadership of Chief Larry Boone, Norfolk experienced the lowest levels of reported crime in 32 years and one of the lowest number of shootings on record. The men and women of the NPD, in partnership with the community, reduced crime by double digit numbers, to the lowest levels seen in decades. This trend continues in the first half of 2018 with a continued downward trend in violent crime in Norfolk. Instead of taking comfort in this achievement, the NPD works with a sense of urgency to continue to make Norfolk a safer City for citizens and visitors. NPD's strategies are outlined below:

Hot Bodies in Hot Spots: Analysis of crime data in Norfolk suggests that violent crime is strongly coupled with places and people. NPD crime analysts performed an in-depth analysis of the crime patterns over a five-year period. Results of this analysis show a small number of individuals (hot bodies) are disproportionately responsible for a large amount of violent street crime and, that crime is concentrated in a small number of micro geographic areas (hot spots). Based on existing literature on “Hot Spot” and “Focused Deterrence” evidence-based policing strategies, NPD implemented a Hot Bodies in Hot Spots Strategy.

Gun Violence Initiative: After identifying Norfolk’s Hot Spots, NPD developed a Gun Violence Initiative. The purpose of the initiative is to deter and address gun violence in the areas of Norfolk where gun violence has been the most prevalent over the last 5 years. The research indicated two neighborhoods were responsible for a large amount of gun violence in the City. One of the identified hot spots is located within Tidewater Gardens.

The initiative includes a three-pronged approach: Directed Patrol, Investigative Follow-up and Community Engagement.

- 1. Directed Patrol:** Uniform officers are deployed and concentrated into the areas most affected by gun violence to carry out uniform patrol functions including enforcement activities concentrated on violent crimes and those involved in firearms related offenses. Crime analysis allowed uniform officers to focus on specific days and times of the week during frequent periods of occurrence.
- 2. Investigative Follow Up:** Investigators are responsible for entering all firearms recovered in the focus area into the Federal Bureau of Alcohol, Tobacco, Firearms, and Explosives (BATFE) E-Trace system and conducting additional investigative follow-up pertaining to point of sale and any further sales/distribution of these firearms. The BATFE task force officer provides training to investigators assigned to this initiative to enhance the investigators’ ability to trace recovered firearms and conduct effective investigative follow up.

3. *Community Forums:* Community forums are held in Tidewater Gardens where residents are apprised of NPD's efforts to combat gun violence in their community and are offered the opportunity to partner with the Police Department by providing input and suggestions to improve the effectiveness of this initiative.

Community Engagement/Policing: NPD's Community Engagement efforts have been recognized by the Department of Justice for the impact they have made on the communities they serve. The NPD Office of Community Affairs works closely with the Norfolk Redevelopment and Housing Authority to engage residents of Tidewater Gardens in the many events the Police Department sponsors.

Police Leadership Unveils Success (PLUS): In partnership with the Life Enrichment Center of Norfolk, a faith based, non- profit community agency, volunteers from the NPD serve to improve literacy through weekly tutoring sessions in Title 1 Norfolk Public elementary schools. As a result of the partnership, 90% of the children tutored by Norfolk Police officers saw a vast improvement in their reading test scores by the end of the academic year.

Five-0 and Fade: Launched in January of 2017, this engagement provides a forum for honest conversations between men and officers inside of Norfolk barbershops. Often fueled by the local and national optics of officer involved shootings and violent incidents, some of the conversations are difficult but Norfolk has found that the barbershop is one of the most sacrosanct places for men to speak comfortably and frankly on a variety of topics. In addition, the department developed a back to school haircut event that brought together nearly 500 citizens for haircuts and family engagement with officers, in a block party atmosphere.

Cops and Curls: This initiative seeks to encourage and motivate girls 6-12 years of age through mentorship, education, and various career and cultural activities. A formal event is held each Spring where male and female officers host the young ladies with interactive fun stations that allow for creative self-expression and heightened self-esteem. A video showing engagement between the *Cops and Curls* at the event that went viral on social media, several police agencies across the country have contacted NPD for assistance in developing similar events in their communities.

Clergy Patrol: In 2017 the Norfolk Police unveiled a new citizen engagement initiative, tagged the Clergy Patrol. Each Friday and Saturday night, an officer and member of Norfolk's faith-based community ride as partners in each of the City's 3 patrol division's from 8:00pm – Midnight. Clergy may provide words of comfort or prayers, in the wake of a critical response incident, or community unrest. The goal of the Clergy Patrol is to strengthen the combined reach of police and faith-based communities to deter crime, and gain mutual respect. The Clergy Patrol received national acclaim on CBN's *700 Club*, and TBN's *Joy in our Town*, in its first year.

Community Resource Officers and Patrols: Currently there is one officer assigned to Tidewater Gardens as the Community Resource Officer. The Community Resource Officer works hand in hand with the residents to facilitate the resolution of any public safety issues. They also serve as a resource to link residents with other City services that may be more appropriate to address the specific issue. Additionally, there are two officers and a supervisor assigned to the Tidewater Gardens area from 5pm-1am Thursday through Sunday since Tidewater Gardens has been a hot spot for violent crime.

In the first year of this effort (2017) violent crime was reduced 33% in Tidewater Gardens and property crime was reduced 25%. In 2018 year to date, with the exception of aggravated assaults, violent crime has continued to be reduced in Tidewater Gardens. In addition to reducing violent crime to unprecedented levels the officers of the Norfolk Police Department continue to build trust and legitimacy with the citizens of affected areas. Citizen complaints have dropped significantly in recent years while community engagement events have risen dramatically. NPD will continue to deploy these strategies in the Tidewater Gardens neighborhood during the course of the grant period.

F.4 BYRNE GRANT: NPD received the FY16 Edward Byrne Memorial JAP grant in the amount of \$183,126 that extends through September 2019. This grant has a focus on hot spots to reduce violent crimes, particularly gun violence. Tidewater Gardens is included in the hot spot patrols.

Exhibit G – Housing Strategy

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhGStPaul'sHousingStrategy.pdf

Exhibit G: HOUSING STRATEGY

G.1. Overall Housing Strategy

The *St. Paul's Area Transformation Plan* is an ambitious mixed-income development initiative that will simultaneously **create** new housing options and choices for Tidewater Gardens public housing residents, **connect** the St. Paul's area to the Downtown Norfolk mixed-income residential population and economic activity, **protect** the neighborhood through storm- and tidal-resilient design, and help **repair** generations of economic and racial segregation in Norfolk.

The redevelopment of Tidewater Gardens (the target public housing development) is the first major initiative within the long-term overall strategy to redevelop over 1,674 public housing units adjacent to Downtown Norfolk into 1,900+/- units of mixed-income housing, open space and neighborhood amenities. Tidewater Gardens contains 618 public housing units, all of which are structurally and functionally obsolete and over half of which are located within the 100-year floodplain.

To advance this plan, the City has already committed \$14 million in capital funds for the redevelopment of Tidewater Gardens as well as \$3 million per year for five (5) years to support the *People First* initiative in the St. Paul's area, a key element of the People strategy of the *St. Paul's Area Transformation Plan*, accepted by HUD in 2014.

The replacement housing strategy will implement the core goals in the Transformation Plan in a cohesive, responsive strategy to provide new, energy-efficient, attractive, modern housing for residents in a more connected mixed-income setting. The NRHA and the housing implementation entity will provide the following replacement opportunities for all 618 households: 200 units as replacement housing within 5 mixed-income housing phases developed by the Brinshore Development housing implementation lead team; 309 Tenant Based Vouchers will be provided directly to residents; and 109 units as project-based vouchers within off-site developments that meet HUD's site and neighborhood standards, both within the CNI area and outside of it.

Demolition and relocation will be phased appropriately to minimize disruption to the lives of current Tidewater Gardens' residents. Sites other than the subject property will be developed first and the final phases will focus on the Tidewater Gardens footprint. All phases will be built utilizing universal design principles and following Enterprise Green Communities or other HUD approved equivalent green building certification.

The housing strategy will also complement the Neighborhood, People and Education strategies ensuring that the “bricks and mortar” residential phases are accompanied by a range of supportive services, educational resources and economic opportunities for both public housing residents and neighborhood residents as well as community stakeholders.

The market analysis showed strong demand for market-rate and affordable housing. In July, 2018 HR&A Advisors reviewed all prior plans and updated the market analysis with specific focus on market-rate housing as well as commercial and retail demand and absorption. Of key importance to the planning are ensuring housing choices for residents, including the options of receiving a Housing Choice Voucher for permanent relocation, moving to other public housing, or temporarily relocating and then moving back to St. Paul's when redeveloped housing becomes available. The most recent survey reflects a predominant desire by residents to receive a Housing Choice Voucher for permanent relocation, and thus the current application elects to replace 309 units with tenant-based vouchers and the other 309 units with project-based rental assistance, with 200 of those being developed as part of the CNI development program, in mixed-income communities.

The market analysis assessed the demand for housing within the CNI planning area, assuming the area is to be redeveloped with walkable, mixed-use nodes (absent this assumption, demand forecasts would be appreciably lower). Market analysis conducted for this plan revealed that mixed-income housing in the St. Paul's area could attract significant demand of this type—1,500 market-rate or workforce units (those units affordable to households earning between 80% and 120% of the area median income)

over 10 years, in addition to 600 or more replacement assisted rental units. HR&A's research indicates that market-rate and work-force housing units should be weighted toward studios, 1- and 2-bedroom units. The CNI development program provides for 3- and 4-bedroom units primarily to address the needs of larger families currently at Tidewater Gardens. Generally, the smaller units are concentrated in more-dense housing in the western portion of the planning area, along St. Paul's Boulevard and Church Street, with larger units, and single-family housing more toward the Greenway/Blueway, with more open space and access to the amenities planned for this area.

In addition to building high quality housing for all income levels, the housing plan encourages more economic integration and breaks down the racial segregation that has divided the St. Paul's area from the rest of Norfolk for generations. In order to be successful in addressing this issue, the development partnership will work closely with community stakeholders, disadvantaged businesses and non-profits to create opportunities for inclusion and economic opportunity.

Demolition and New Construction Rationale. The existing Tidewater Gardens housing development is functionally obsolete. A physical needs assessment indicates the property has reached the end of its useful life. Redevelopment through renovation was deemed to be more expensive and less desirable than new construction and would not meet the objectives of de-densification and mixed-income housing. See Exhibit D and Attachments 28-30.

Overall Unit and Bedroom Mix. Redevelopment of the St. Paul's area calls for replacing all 618 units of public housing with a combination of 309 units utilizing Housing Choice Vouchers, 109 project-based vouchers in select developments that meet CNI site and neighborhood standards, and 200 hard replacement units as part of a multi-phased program that will result in a total of 709 units of replacement, affordable and unrestricted market-rate housing. The public housing replacement units will be provided in the form of project-based Section 8 vouchers. In each individual project, the percentage of public

housing will range from 22% to 39% depending on the location and surrounding impact, thereby ensuring a truly mixed-income community. Moreover, the plan is organized through a logical phasing strategy to minimize temporary relocation and maximize impact.

Unit, Income and Bedroom Mix					
Income Mix	Total	%			
Replacement Units	200	28.20%			
Affordable Units (No Rep Units)	280	39.40%			
Market Rate Units	229	32.40%			
Total Units	709	100%			
Phasing by Bedroom Mix	0	1	2	3	4
Phase 1: Snyder Lot	6	60	54	10	
Phase 2: Red Carpet Site		30	24	4	2
Phase 3: Former Police Station Site				24	12
Phase 4a and 4b: Transit Area	6	119	110	10	5
Phase 5a and 5b: Tidewater Gardens	8	73	86	56	10
Total Units by Bedroom	20	282	274	104	29

Joint Venture. Brinshore, BACDC and TFJG (collectively the housing implementation entity) have formed an overall joint development venture agreement for the effort, and will form a single purpose entity to develop every phase of CNI plan under the overall agreement. This unique structure will take advantage of each partner's unique assets. Brinshore will serve as the lead housing implementation entity and will lead each phase. The JV Housing Lead will serve as the general partner of each separate replacement housing phase. As described more fully in the Housing Capacity Section, each company on the Brinshore team brings its own unique skill set to the development partnership. Brinshore will lead

the creation of the development strategy, taking into account resident preferences, urban design, market dynamics and real estate innovation. TFJG will complement Brinshore's focus on mixed-income excellence within local market feasibility. BACDC with its development experience and unparalleled financial resources, will ensure the development is adequately capitalized, optimizing public and private resources. Each entity will provide construction completion and operating shortfall guarantees pursuant to an operating agreement which will be executed by each party. In addition, the JV Housing Lead will either fund predevelopment costs from its working capital or secure a predevelopment loan. All roles and responsibilities will be set forth in an operating agreement.

PBV. The assisted units will be structured as PBV units a separate HAP Agreement for each individual development. In addition, NRHA has 109 units that will be structured as PBV developed by another entity without grant funding. Attachment 33 is a letter indicating that the NRHA has an existing PBV program and dedicates the PBV units as replacement housing for this project.

Location of Replacement Housing and Phasing Strategy. The overall replacement strategy starts in three nearby off-site locations that are not within the current footprint of Tidewater Gardens. Starting in these City- and NRHA-owned locations will provide opportunities for residents to relocate off-site and allow for organic attrition within the property to minimize temporary relocation. The first development, on the site known as the "Snyder Lot", is located at the northern portion of Downtown Norfolk in an opportunity area that is one block south of the CNI target area. This urban, mixed-use development will be structured as a market-driven mixed-income effort. This transformative early development phase will be a visible and attractive "living" connection that bridges the socio-economic divide between Downtown and the St. Paul's area. At the same time, the Housing Joint Venture will also focus on the Red Carpet Site and a former Police Station site at the northern portion of the target area. These three redevelopment sites will proceed quickly and will be financed through three separate financing struc-

tures: the Snyder Lot will be a 9% LIHTC transaction, the Red Carpet Site will be another 9% transaction and the Police Station site will have a mixture of homeownership and replacement housing financed through debt, NRHA funds and CHOICE funds only. The three components of this first phase will include 226 units, including 66 replacement units.

Next, the development partnership will turn its attention to the core of the target area with two phases in an area known as the Transit Station Area. These two communities, 4a and 4b, adjacent to and near the Downtown Transit Center, will be twinned mixed-income 9% - 4% LIHTC transactions: 4a will be a senior transaction located along the Church Street commercial corridor and will be followed shortly thereafter with a mixed-income family development (4b) including townhomes and a mid-rise building. Together, these two transit-oriented development (TOD) communities represent 250 units, including 58 replacement units.

The final two phases (5a and 5b) will be built on a portion of Tidewater Gardens that is primarily located outside the 100-year floodplain. This phase will extend along Mariner Street from Tidewater to Church Street connecting to the Phase 4a and Phase 4b. Phase will include the buildout of several blocks along Mariner Street in a mixture of townhomes and small walk-up buildings with family-style housing. The development partnership will finance this as a mixed-income twinned 9% - 4% LIHTC transaction. This final phase will include 233 units, including 76 replacement units.

Projects will be funded primarily with CHOICE funds, 4% and 9% Low Income Housing Tax Credits, City funds, conventional and VHDA debt (REACH), and deferred fee. CHOICE funds will be used to provide gap financing to build the mixed-income homes in every project. The structure of the deals is driven by VHDA NOFA scoring and implementation speed/risk mitigation.

Strategic Acquisitions. No further land acquisition is required to complete the plan as proposed.

Mix of Rental and Homeownership. All phases will be mixed-income rental and all public housing will be provided as rental housing in the form of project-based vouchers. However, the developer

and NRHA may seek HUD approval to create a limited Section 8 Homeownership program if there is demand at the Police Station Site, where market-rate homeownership will be provided indistinguishably beside the replacement housing units.

Relocation Strategy. Assuming a grant is awarded in early 2019, all development will be completed by 2024. Development will commence in locations that do not require demolition of Tidewater Gardens. After completion of approximately 85% of the units in 4 phases, the replacement housing plan will build its first units (Phase 5a and Phase 5b) on the site of the former Tidewater Gardens public housing development. Residents will be provided an option to move to completed phases as they are delivered. From an environmental and resilience perspective, the rebuilt environment will focus on land that is outside the 100-year floodplain—leaving the land in the floodplain reserved for the resilient greenway/blueway that will provide the parks and stormwater system necessary to create a natural and sustainable infrastructure that will provide both flood control and a desirable neighborhood open-space amenity.

G.2. Phasing and Mixed-Income Development by Building. The overall replacement housing plan is summarized in narrative format below by phase and in the table below.

Phase	Name	Total Units	Replacement Units	Ground- breaking	Completion
1	Snyder Lot	130	32	2020	2021
2	Red Carpet	60	22	2021	2022
3	Police Station	36	12	2020	2021
4a	Transit Area Senior	104	25	2022	2023
4b	Transit Area Family	146	33	2022	2023
5a	Tidewater Gardens I	122	47	2023	2024
5b	Tidewater Gardens II	111	29	2023	2024

Replacement Housing percentage equals 28% of total. Market Rate and LIHTC are 32% and 39% of total units, respectively.

Naming. All phases will be named through a community process that focuses on a blend of historically relevant and aspirational marketing for the individual phases. The phases currently listed herein are named based on geography and common usage today.

Phase 1a: Snyder Lot. The first component of Phase 1, the Snyder Lot, will be a 130-unit elevator mixed-income building strategically located at the northern edge of Downtown, a stone's throw from the St. Paul's area. The Snyder Lot project will be a 4-story wood frame building on top of a concrete podium (total structure is 6 stories total) wrapping a structured parking garage. The building will contain studios, 1-, 2- and 3-bedroom units. The development will contain about 25% replacement housing, 39% market-rate housing and the rest affordable housing available to households at or below 80% AMI. On the first floor, the building will have retail and community space for residents fronting on St. Paul's Boulevard and Plume Street, with townhomes wrapping the remainder of the block on City Hall Avenue. The proposed building is an important gateway to the Downtown and connecting to the target area providing significant visibility, proximity and pedestrian activity and should lease well. The Tide Light Rail line runs along Plume Street, making this a desirable mixed-use transit-oriented location. This community will have a significant amount of market-rate housing with commensurate amenities and services. To serve former housing residents in this phase and in all phases, enrichment services are included as a funded operating expense in our budget. These services will be provided in the community space placed on the first floor. The project will be financed with 9% LIHTC, REACH loans from VHDA and \$2.5 million of CHOICE funds with a small deferred fee. Construction on this property is expected to begin in 2020.

Phase 2: Red Carpet Site. The second component will be a small 9% LIHTC transaction at the former Red Carpet Site. This project will be a development targeting seniors with both a 54-unit elevator building and 6 cottages. The development will be a mix of 1-, 2-, 3- and 4-bedroom units. The larger units will be designed for “grandfamilies,” to house grandparents raising their grandchildren. Residents expressed a desire for this type of replacement housing during the planning process. The housing development will contain about 37% replacement housing, 17% market-rate housing and the rest affordable housing available to seniors at or below 80% AMI. The development will be clustered outside the 100-year floodplain, but parking areas and green space will serve as a demonstration of stormwater management that doubles as an open space amenity. The project will be financed with 9% LIHTC, REACH loans from VHDA and \$650,000 of CHOICE funds with a small deferred fee. We expect construction to begin in 2021 on this phase.

Phase 3: Former Police Station. The third component will be a small mixed-income development with market-rate and assisted- homeownership alongside replacement housing in a townhome format in the location of a former Norfolk Police Station in the Huntersville neighborhood. Neighborhood dynamics and market analysis indicate that this development is the strongest potential homeownership opportunity within the CNI replacement housing plan. These non-replacement housing units will be built in partnership with local builders or non-profits. HOME funds and other soft financing will help write down the cost of homeownership to potential buyers of the non-replacement housing units. The 12 replacement units (33% of total) will be developed by the development partnership. The remaining 18 units will be homeownership units targeted to households at or below 120% AMI. As a baseline, the replacement units will be held as rental housing. However, with the approval of HUD some of the replacement housing units will be sold to residents under the Section 8 homeownership program as long as there are potential Tidewater Gardens residents that are ready to purchase at the time of construction. In

order to maintain flexibility to eventually sell some of these units, this development will not be completed under a LIHTC. The project will be financed with conventional debt, NRHA funds and CHOICE funds for the replacement units. We expect construction to begin in 2020 on this Phase.

Phase 4a and 4b: Transit Area Senior and Family. The VHDA provides significant scoring priority to projects that contain both 4% and 9% LIHTC transactions that proceed together. As such, we have structured the Transit Area phase as a combined 4% and 9% transaction. Below, please find details on the two components of the Transit Area component of the replacement housing strategy (Phase 4a and Phase 4b).

Transit Area 4a Senior: The 104-unit component of Transit Area (Phase 4a) will be built adjacent to the Downtown Transit Center at the corner of Mariner and Church Streets in the center of the target area. This phase will include 104 mixed-income senior housing units in 1- and 2-bedroom formats. The development will contain 24% replacement housing, 31% market-rate housing and the rest affordable housing available to households at or below 80% AMI. The development will contain a theater, fitness center and common gathering area for seniors. Outdoor activities will include gardening adjacent to a meditation lawn. In addition, 6,000 square feet of retail space will be provided on the first floor for neighborhood businesses. An enrichment service provider will coordinate supportive services for the residents, including speakers, a monthly community dinner, movie nights, financial literacy and outings in the 5,000 square feet of community space. Within the development, 25 of the units will be provided as replacement housing for Tidewater Gardens while another 9 will be unrestricted units. Sources of financing include tax exempt bonds, 4% LIHTC equity, VHDA REACH loans and CHOICE funds. This phase will break ground in 2021 and be completed by 2022.

Phase 4b: Transit Area Family. This Phase will continue the construction north along historic Church Street, creating a continuous urban fabric along the west edge of this reconstructed neighborhood-scale corridor. The phase will include a mixture of 146 1-, 2-, 3- and 4-bedroom townhomes,

walkups and elevator-accessed apartments. In addition, the development will contain approximately 6,000 square feet of retail space and community space to continue the commercial activity along Church Street. The development will contain about 33 replacement housing units and 56 market-rate housing, with the remainder affordable housing available to households at or below 80% AMI. A portion of this development will also serve as a demonstration of how to build a resilient structure at an elevation no less than 4' above the 100-year floodplain. Located adjacent to the open space network preserving existing trees and the Transit Center, this development will be marketed to cyclist and pedestrians that want to live a more active lifestyle and take advantage of public transit and non-vehicular transportation trails that will be connected throughout this neighborhood. Adjacent to this development, although not in the replacement housing plan, is a catalytic neighborhood investment, described further in Section F.2, Critical Community Improvement Plan. Sources of financing include 9% LIHTC equity, VHDA REACH loans and CHOICE funds. This phase will break ground in 2022 and be completed by 2023.

Phase 5a and 5b: Tidewater Gardens. The final Phase of the CNI housing strategy will build upon the portion of the footprint of Tidewater Gardens that is outside the 100-year floodplain. Relocation of all residents will be completed prior to the commencement of this Phase. This phase, like Phase 4, will proceed with “twinned” 4% and 9% transactions. Both components will be family transactions. The “twinned” family transaction (Phase 5a and 5b) will include 233 studio-, 1-, 2-, 3- and 4-bedroom units of mixed-income housing in townhomes, walk-ups and elevator buildings and will connect Tidewater Street with Church Street along the Mariner Street spine. Along Church Street, this phase will have 3,000 square feet of neighborhood-serving retail and throughout the phase, there will be 9,500 square feet of community space, with a fitness center, business center, computer rooms, conference facilities, classrooms and multipurpose rooms. The development will contain 86 market-rate units, 76 replacement units and 71 units that are affordable to households earning less than 80% AMI. The phases will spill out onto Mariner Street as a secondary spine connecting Tidewater and Church Streets.

Sources of financing include 4% and 9% LIHTC equity, T/E Bonds, VHDA REACH loans and CHOICE funds. This phase will break ground in 2023 and be completed by 2024.

In addition to the replacement housing strategy, the Critical Community Improvements (CCI) plan will include an anchor catalytic community hub, which will serve as a home for Education, Arts, Technology, Health, Wellness (EARTH) uses, will serve as a dynamic human capital hub on the west side of the Transformation Plan and will act as a “beehive” of activity to both serve the full range of neighborhood residents as well as people from other parts of Norfolk. *This facility is included for reference only in this section and described in more detail in the Neighborhood section (F.2).*

G.3. Mixed-Income Development by Phase. As outlined in the chart below, 33% of the units, overall and across phases, are unrestricted and available to households with incomes over 60% AMI. Each phase of the replacement housing plan includes at least 20% of the units at unrestricted rents.

Type of Housing Unit	Number of Units	Percentage of Total
Total Replacement Housing / LIHTC	200	28%
Total LIHTC (less than 60% AMI) with no Replacement	280	39%
Total Unrestricted Rent Units	229	33%
Total Units in Replacement Housing projects	709	100%

In addition to the phases listed above, 309 units will be replaced with vouchers and 109 in project-based vouchers in sites that meet site and neighborhood standards. Overall, units are being replaced ‘one for one’ both on a per-unit basis, and a per-bedroom basis.

G.4 Property Management. TFJG is a local, privately-held real estate development and management company focused exclusively on the multifamily sector. TFJG partners have extensive experience developing and managing affordable housing in Virginia, and in particular, in the Hampton Roads region.

TFJG is an approved management agent for projects insured by the Department of Housing and Urban Development (HUD). The company’s principals began developing and managing HUD-insured projects

in 2005 and are experienced in applying HUD's leasing and management requirements for both market-rate and affordable projects. TFJG is also designated as a VHDA Certified Management Agent, and recently won an RFP award from VHDA to manage any future properties that VHDA recaptures throughout all regions of the state.

TFJG manages apartment communities with affordable and mixed-income financing structures. In total, TFG manages 14,555 units – 10,337 affordable units and 4,218 conventional units – at 87 communities in the Mid-Atlantic and southeastern states ranging from Rhode Island to Florida. TFJG currently manages approximately 800 units of mixed-income housing. Each one of these communities serves both low-income and market-rate resident populations indistinguishable within the same building and same unit types. TFJG also manages mixed-use communities of an urban nature with ground floor retail. A team of experienced professionals with a track record of success in the industry oversee the functional areas of operations, accounting, information technology, compliance, human resources, legal and marketing. This team provides continuous direction and support to the on-site management, leasing and maintenance professionals responsible for day-to-day tactical execution.

The on-site staff at TFJG communities work closely with local and state Services agencies including HUD and VHDA and with service providers. TFJG understands that each phase within the St. Paul's Transformation Plan will include supportive services provided on-site alongside traditional property management to promote housing stability for residents and provide services. In addition, many residents will receive case management from NRHA Resident Services. At application and move-in, tenants will fill out a questionnaire outlining their interest in supportive services provided through the People Plan. A meeting will be set up between the manager and supportive service provider after move-in to go through opportunities again. Periodic community meetings will be set up and attended by both property managers and supportive service providers to ensure that people understand supportive service opportunities available. Crisis management will be coordinated with individual case managers.

G.5 Design. The St. Paul’s area of Norfolk is currently a walled-off and distressed neighborhood in Downtown Norfolk that contains a high concentration of very low-income families. The neighborhood is defined by St. Paul’s Boulevard to the west and Tidewater Drive to the east. Overall, the neighborhood is made up of a high concentration of poverty, with 1,674 public housing units on 99 acres, including Tidewater Gardens (618 units), Young Terrace (746 units) and Calvert Square (310 units). A substantial portion of the St. Paul’s area is also in the 100-year floodplain. Historical maps show the previous presence of Newton Creek that was filled to build early housing settlements. The current footprint of flooding in the area is severe, and is further exacerbated by the land sinking and the water rising, giving way to both stormwater and tidal flooding. This pervasive flooding is further exacerbated by old and crumbling infrastructure that has been difficult to maintain and upgrade.

Tidewater Gardens redevelopment will lead the way to redevelopment and transformation of the much broader St. Paul’s area—the City and NRHA have committed to a long-term plan that will ultimately redevelop all three sites. Both the City and NRHA have assembled and control several additional sites that will be included as part of the long-range plan. The subject of this CNI application and redesign is the demolition and replacement of Tidewater Gardens by utilizing a combination of permanent tenant-based vouchers, as well as both off-site and on-site parcels that the City and NRHA have assembled outside the floodplain to build a highly resilient, walkable and transit-oriented urban community. Since Tidewater Gardens is close to Downtown, adjacent to the new Downtown Transit Center, and surrounded by numerous churches and commercial activities, its close-in proximity offers the catalytic opportunity to comprehensively transform this currently ‘walled-off’ and disconnected area into a vibrant mixed-use and mixed-income multi-modal community that offers multi-generational opportunities for live/work/shop/play and pray.

A foundational aspect of the design is to surround the new development with a resilient “bracelet” that creates ample and necessary opportunities for parks and greenways, green streets and water repositories that will provide places for people and water to peacefully co-exist. Through the “blueway” portion of the bracelet, the plan creates locations for stormwater to be naturally retained and filtered through a network of ponds, bio-retention swales and green streets that will capture and retain water in a beautiful and distinctive setting. These “blueways” will be retained in a “greenway” network that will provide active and passive parks, urban gardens and open spaces, and will be linked to a safe pedestrian- and bicyclist-friendly network of tree-lined streets, sidewalks, pathways and routes surrounding and connecting the community. Mature trees that are currently an important natural and cultural feature of the Tidewater Gardens community have been strategically saved as part of the greenway strategy to provide character and shade for the revitalized community. Nestled within the residential and mixed-use community that is built outside the 100-year floodplain, this integrated “greenway and blueway” will provide an inviting and unique area in the City that provides a hard-working and critical buffer to stormwater and a resilient “bracelet” to protect the residential and mixed-use community from flooding.

Currently, even with its close-in Downtown location, the St. Paul’s area is physically and psychologically cut off from the rest of the City. St. Paul’s Boulevard has traditionally acted as a barrier, with very few street connections into and through the community. This plan creates a permeable pattern of tree-lined streets, blocks and sidewalks that connect the revitalized area with its surroundings. The vision for revitalization further leverages the visible Downtown location along St. Paul’s Boulevard and adjacent to the transit center by placing more dense, mixed-use buildings and services on St. Paul’s Boulevard. Church Street, the traditional and commercial “heart” of the community, has been realigned and designed to make a “steeple to steeple” connection between the Martin Luther King Jr. Memorial and the numerous and significant churches in the neighborhood, and to provide a viable and convenient district for neighborhood-serving retail and supportive services.

The City and NRHA control multiple valuable sites in the CNI boundary that will enable several first-build off-site and on-site locations for development of 709 mixed-income and replacement housing units outside the floodplain. These valuable sites are referred to as 1) the Snyder Lot, delivering 130 housing units, 2) the former Police Station site, delivering 36 housing units, 3) the former Red Carpet Inn site delivering 60 housing units, and 4) the Transit Center Area, delivering 250 housing units. Having these prime sites in close proximity to Tidewater Gardens and outside the floodplain offers a significant advantage to provide the development team with prime Downtown sites that can facilitate shovel-ready development sites to create a dynamic transformation of the St. Paul's area.

The fully integrated master plan includes mixed-income residential, retail, office and supportive services and recreational uses that will be a magnet for people to come to the St. Paul's area from all over the City. The consistently high quality mixed-income housing serves the entire range of incomes, ages, family sizes, lifestyles and needs in the Norfolk area. Housing and amenity designs for all income ranges will be built with the consistently same high-quality standards that will make them indistinguishable as to the rent being paid. Also, the convenient Downtown location of the St. Paul's area represents a desirable place to easily access the services, employment, amenities and entertainment options that are offered in Downtown through walking, biking, transit or vehicle.

The more dense, multifamily and mixed-use buildings along St. Paul's Boulevard and Church Street will have a more contemporary urban character. As one moves deeper into the neighborhood to the east, the scale, character and style of the buildings will be more traditional, single-family attached residential building types for small and larger families along tree-lined streets. Housing in the multifamily buildings will be primarily one- and two-bedroom units, with retail, supportive services and residential amenities on the first floors. Housing in the single-family attached homes will be primarily two-, three- and four- bedroom townhouse units. Many of these buildings and homes have been designed to front onto the "emerald and sapphire" bracelet to provide highly desirable active recreation

and passive uses in support of healthy lifestyles.

Throughout, the single-family attached homes will have a front door and rear door with a spacious front yard set-back from the street, with a patio and parking off the rear alley. Design elements such as porches, stoops and bays will distinguish the public and private realm, provide safe and sheltered entries to the homes, and at the same time create a rich character for the community. The off-site housing plans will be contextual with the scale of the homes in the neighborhood and City of Norfolk and will introduce new mixed-income rental and homeownership housing that will respond to the market needs, take advantage of the site's proximity to Downtown and contribute positively toward a creative strategy that builds value, enhances community pride and identity, supports the local economy, and adds value to the area's market-rate housing. All units are designed to appropriate sizes to accommodate the contemporary needs of single residents, seniors and families with ample storage, laundry facilities, and common areas. All the buildings are designed to be accessible to all, including persons with disabilities and the elderly through universal design principles. All buildings will achieve Enterprise Green Communities and Energy Star standards, with durable and sustainable materials and systems. Cost-effective methods and Best Management Practices for landscape, and stormwater management will be incorporated to create a resilient community, including rain gardens, pervious surfaces, bioswales, tree saves, and other natural vegetation. Adequate on-street and off-street parking will be provided to accommodate the demands of residents, shoppers and visitors.

The master plan for transformation and replacement housing incorporates CPTED Principles for placement of buildings facing the streets, sidewalks, parks and open spaces to ensure "eyes on the streets and open spaces" that promote defensible safety and security. Tree-lined streets and sidewalks will be well-lit and help to define the public and private realms to encourage a comfortable, safe and walkable community. Major street intersections within the CNI boundary will be designed to be safer, with bulb-

outs, accessible side-walks, improved crosswalks, auditory signals at street lights for visually impaired persons, planting strips and parallel parking.

With all the above-stated design strategies and principles, this Transformation Plan aligns with the goals set out in the CNI for a comprehensive revitalization, leveraging a strong partnership with all the stakeholders, residents of Tidewater Gardens and the surrounding community.

G.6 Land Use Approvals. Phase 1: Snyder Lot is zoned D-BC which allows mixed use and multifamily by right. Phase 2: The Red Carpet Site is zoned C-C which is Corridor Commercial and can allow mixed use development by right but would require a conditional use permit for standalone multifamily development. Phase 3: The Police station site will need to be rezoned. Phase 4: The Transit Center sites are zoned C-R which is a Regional Commercial zoning district and can allow mixed-use development by right but would require a conditional use permit for standalone multifamily development. Phase 5: Tidewater Gardens is currently zoned MF-NS which is a multi-family zoning district. City Planning staff is prepared to create this Planned Development district to allow for the development as proposed, subject to normal approvals.

G.7 Financial Feasibility. The financial plan leverages significant additional capital and can be completed as quickly as possible within the grant period. To date, the project has already leveraged \$76,306,709 million in funding for the housing component. In addition, the development partnership has included several “quick win” projects on nearby available sites that will allow a significant amount of mixed-income housing to be completed immediately upon selection. Further, the Housing Implementation Lead has structured the plan to allow for two 9%/4% “twinning” executions (Phase 4 and 5) which score well with VHDA and can be executed quickly. Finally, one phase (Phase 3) will be a mixed-income homeownership phase which will not require LIHTC. See Attachment 18 for the Sources and Uses for each phase and in total.

Exhibit H – People Strategy

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhibitHStPaul'sPeopleStrategy.pdf

H.1 Resident Needs Assessment

Survey: Norfolk conducted a Needs Survey in August and September 2018 in Tidewater Gardens. A total of 323 households were represented in the surveys. This represents 52.26% of the total 618 households in Tidewater Gardens. Of the 323 survey respondents, 307 self-identified as Head of Households (HOHs). There are two characteristics that stand out in the results: Tidewater Gardens is led by relatively young people with a median age of respondents being 35; and it is also a community led by

women. Of the 288 female respondents, 274 (95.14%) described themselves as HOHs. The following re-

Survey Respondents Tenancy by Household	0-5 years	6-10 years	11-20 years	20+ years
Total	183	62	46	30
Percentage	57%	19%	14%	10%

sults borrow from NRHA's databases from May 2018 as well as the Needs Assessment Survey from August/September 2018. More detailed demographic information is included in Exhibit F.

Tenancy: The median length of tenancy for respondents is approximately five years. The longest tenured resident has lived in the community 63 years, while others have moved to Tidewater Gardens in recent months. The diversity in the length of tenancy means the needs and expectations will have to be addressed on a person-centered case-by-case basis.

Preliminary Assessed Need: A person-centered case-by-case handling of pre-relocation, relocation, and post-relocation stabilization planning and services.

Children and Childhood Education: NRHA data show that there are 673 school-age children in Tidewater Gardens, with the median age of this group being 10 years of age. Of the 323 households surveyed, 97 had no children, 75 had one child, 65 had two, 54 had three, 17 had four, and 15 households have 5 or more children. 70 households with children reported needing help finding childcare.

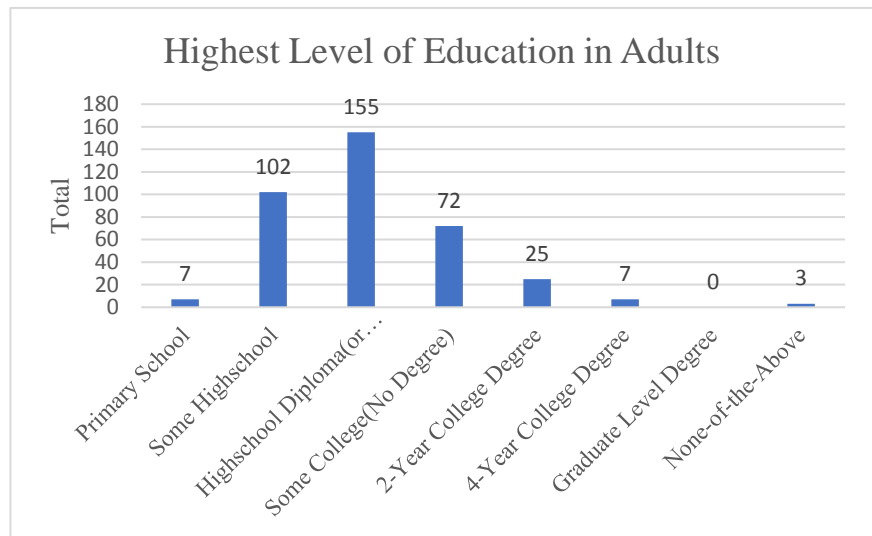
A similar number of households, 62, reported the 'lack of affordable childcare' as a barrier to finding or keeping work. This relatively small number does not necessarily indicate that the need is limited, as many of the households that need childcare or report it as a barrier are multi-children households. Addi-

tional data for school-age children is reported in H.5 Education Strategy.

Preliminary Assessed Need: Access to childcare is a limited but significant barrier to self-sufficiency.

Education and Economic Self-Sufficiency

As evident from the adjacent chart, 84% of the adults surveyed have a high school diploma or lower level of education. Additionally, nearly 53% of the adults were neither engaged in school nor employment. Of those employed (full-time & part-time) or in school, almost 17% were in the



healthcare sector. The healthcare sector was also a desired industry of employment with over 20% adults suggesting it was their industry of choice. There is more evidence of employment aspirations, as 90 adults (~22%) were enrolled in some type of educational or vocational program. However as mentioned earlier, lack of access to childcare (overall at 27%), disability or health issues (at 27%), and transportation (at 26%) are major barriers to employability according to the respondents. Job readiness and lack of education were also mentioned by the community as barriers.

Preliminary Assessed Need: The community has aspirations of self-sufficiency but the personal pathways to meet those aspirations are not clear. One striking figure which underlines this aspirational is that nearly 43% of the households saw homeownership as their ultimate housing goal.

Health: For adults and children included in the survey, insurance rates were relatively high at almost 88%. However, the health of almost 16% of household members was reported as being fair or poor, and only 23% as excellent. Additionally, nearly 7% of household members reported some mental health challenges. Regional hospitals and their urgent care services serve as the primary healthcare option for most residents, along with smaller local family practices and clinics. Impacting health maintenance opportunities, 23% of residents reported facing some form of food insecurity in the past 6 months.

Preliminary Assessed Need: There is room for improving general health and the utilization of health homes for medical care management instead of urgent and emergency care. Personalized assessments of health and nutrition will be critical in supportive services programs.

Other Significant Data Points:

Internet access: Nearly 62% households have access to internet, but 28% of households have no internet access. Smartphones are the most popular means of accessing internet for nearly 72% of the households.

Credit Rebuilding: 55% of the respondents expressed a desire to rebuild their credit history.

Housing Goals: Nearly 43% of the households expressed a desire for homeownership and an equally significant number, 40%, expressed a desire to move out of public housing.

Other Public Housing: If given the option to relocate to another PH community, NRHA's Grandy Village, was the popular relocation choice at 44%.

This Needs Assessment Survey will continue to inform the People Strategy for CNI implementation.

H.2 Supportive Services and Programs

H.2.A People Strategy: The People component of the *CNI Plan* focuses on three core inter-related areas: *Education*; *Health*; and *Employment and Self-Sufficiency*. In *Health*, the plan aims to improve access to quality health and behavioral health care. In *Employment and Self-Sufficiency*, this plan envisions an increased number of residents employed and attaining self-sufficiency as well as having access to any needed support services.

In *Education*, this plan envisions opportunities for existing and future residents to have access to high quality learning programs and related services for their children. It also focuses on ensuring that children enter school ready to learn, addressing early childhood issues that would otherwise be barriers.

H.2.B Health: People Strategy and Expected Results

Impact State-ments and Expected Outcomes	<p>Impact: Improved health outcomes for all residents over the next five years.</p> <ul style="list-style-type: none">• 100% of residents will have a medical home.• 95% of residents will have access to health insurance.• 67% of residents will report as being in excellent health.• 100% of residents will be food secure.
Needs Assessment Baseline	<ul style="list-style-type: none">• 94% of residents have a medical home.• 88% of residents have access to health insurance, however a portion of these have a limited benefit product.• 23% of residents report as being in excellent health.• 77% of residents report being food secure.
Strategy	<p>Over the last few years NRHA and the City have consistently reached out to community and regional partners about the needs of the residents of Tidewater Gardens. These relationships will be leveraged over the next five years. As part of NRHA's People Strategy and the City's <i>People First</i> initiative the households will have personalized case management to utilize local resources for integrated and quality health care. This individualized case-by-case approach combined with the partner relationships, especially those that assist with medical and disability-related service delivery will ensure smooth access for the residents of Tidewater Garden.</p>
Residents Served	<p>The residents with sub-optimal baseline conditions will be prioritized among the 618 households, while ensuring that those in the first phase of demolition are tiered for timely services.</p>

Service Providers	<p>Norfolk Department of Public Health, City of Norfolk Community Services Board (CSB); Virginia Cooperative Extension; Primeplus Senior Center; the local FQHC Hampton Roads CommuniCare Family Health Center (CommuniCare);</p> <p>Foodbank of Southeastern Virginia and the Eastern Shore (FSEVA); Virginia Cooperative Extension Agency <i>Master Gardening Program</i>; and regional hospitals such as Sentara Norfolk General and Leigh Hospitals, Eastern Virginia Medical School (EVMS), and the Children’s Hospital of the Kings Daughters (CHKD) are already part of the service provider network for the residents.</p>
Resource Commitments	<p>\$1,486,600 from CommuniCare; \$3,745,455 from the Foodbank of Southeastern Virginia and the Eastern Shore (FSEVA); \$2,300 from Prime Plus Norfolk Senior Center; \$2,160,506 City of Norfolk Department of Human Services; \$1,217,550 from Norfolk Community Services Board (NCSB); \$37,920 from Virginia Cooperative Extension; and \$339,535 from Norfolk Department of Public Health.</p>

Health Strategies, Partners, Programs, and Services

In the resident surveys, a third of the residents of Tidewater Gardens indicated that at least one member of their household has prolonged medical illness, disabilities and/or serious health problems. Many children do not receive timely vaccinations and prenatal care is not sufficiently accessed. The need to increase access to affordable, accessible, quality health care continues to be a goal of the residents. Assets also abound, including: a nearby health clinic; home-visiting disability health partners; a community garden; adjacent schools with recreational facilities and open space; and committed health and disability partners. There are still about 12% of those residents surveyed who report having no health insurance. Virginia implemented limited benefit health insurance products to fill the health care

affordability gap when Virginia did not expand Medicaid. Many of these insured residents have these limited benefits – so their “insured status” may not mean full access to care. With the implementation of Medicaid Expansion and a strong network of support partners to help residents access this new benefit, this will continue to improve and off-set the coverage gap of the limited benefit products.

Partners in this healthcare strategy include Norfolk Department of Public Health, City of Norfolk Community Services Board (CSB) and CommuniCare. Since 2012, NRHA has collaborated with CommuniCare (a Federally Qualified Health Center). This clinic was an expansion of primary care services available in this area. This location is easily accessible to Tidewater Gardens residents, in the adjacent NRHA Young Terrace neighborhood. This marked the first health care facility located in a public housing community and provided access to many residents who had previously not received health services. It is the vision of this plan to expand medical and dental services to residents of the area. The health center offers community comprehensive primary health care services including: family practice; gynecological services; behavioral health; ancillary services; immunization and flu shots; smoking cessation support; medical case management; and outreach services. CommuniCare provides a gateway for patients to access the larger medical community by acting as a liaison to facilitate low/no-cost assistance through network medical providers. The center provides pharmaceutical support through “Pharmacy Connections” as well as a 24-hour, seven days a week, on-call physician for patients of the health center. Hampton Roads Community Health Center (HRCHC), the parent organization of CommuniCare, is committed to training *People First* and NRHA case managers in assisting residents with accessing HRCHC health services. The health center is staffed by board certified physicians, nurse practitioners, clinical social work staff, and dental professionals.

This health clinic will continue to meet the resident needs of all ages and will serve the insured and the uninsured. CommuniCare will partner with NRHA and other community partners to provide health care services to the underserved population in order to continue to reduce health care disparities.

Currently, the Norfolk Department of Public Health (NDPH) offers public health services in six locations within Norfolk. These include, but are not limited to, Clinical Services, Environmental Health Services, Epidemiology/Disease Surveillance, BabyCare, Pre-admission Nursing Home Screenings, Smoking Cessation, PrEP, Car Seat Safety, and the Women, Infant and Children (WIC) nutrition program. NDPH is committed to continuing the services currently available to residents of Tidewater Gardens and the surrounding affected areas, as well as expanding accessibility by offering Safe Sleep, Car Seat Safety, WIC and other relevant community programs directly in the new community. NDPH also partners with the Norfolk Community Services Board in addressing the local Opioid Epidemic in the delivery of REVIVE Overdose Education and the provision of Naloxone Overdose Reversal Kits.

Norfolk Community Services Board (NCSB) has been providing behavioral health and developmental services to the most vulnerable citizens in Norfolk since 1968. Services are designed to provide the most effective intervention to support persons living safely and to their fullest potential in the community in integrated communities. Integrated case management services focus on serving the whole person; housing, healthcare, self-sufficiency and purpose. Currently, 31 Tidewater Gardens resident receive services from NCSB. Increasing access to services for all Tidewater Gardens residents will be a primary outcome for this grant. Baseline data indicates only 7% (23 respondents) for the survey residents identified has having mental health challenges. The cultural stigma of mental health in marginalized communities, including specific stigma in the African American community means that often challenges go undiagnosed and untreated. NCSB will work to increase awareness of mental health and substance use issues, decrease stigma, and reach residents who have historically been underserved.

The Foodbank of Southeastern Virginia and the Eastern Shore (FSEVA) has been a member of Feeding America™ and the Federation of Virginia Food Banks since 1981. FSEVA has committed to leading the charge of eliminating hunger in Tidewater Gardens. FSEVA's Back Pack program is designed to mitigate the negative effects of chronic food insecurity for children during times when other resources

are not available such as on the weekends and during school holidays and breaks. In the CNI implementation, the Back Pack program will be used to address the needs of the estimated 673 children in the Tidewater Gardens community. Currently only 142 (21%) of the school-aged children in the community participate in the Back Pack program; and annual cost of \$23,288. A five-year goal will be to ensure 100% of school-age children in Tidewater Gardens have access to nutritious and balanced meals daily. During the 2017-18 fiscal year, FSEVA distributed an estimated 434,857 pounds of emergency food assistance to residents of Tidewater Gardens. Working with FSEVA, this project will strive to ensure that all residents of Tidewater Gardens have access to emergency food assistance for the next five years.

Primeplus Norfolk Senior Center recognizes the importance of alleviating isolation among seniors and disabled older adults. Their programs and services are geared toward providing a safe, respectful community with a sense of belonging and unity. Norfolk's senior and disabled residents are assisted with living a healthier lifestyle by addressing challenges such as food shortages, transportation, exercise, socialization and education. Primeplus and NRHA entered into a new partnership offering free Primeplus annual memberships to seniors age 50 and older on a first come, first serve basis to the residents in the entire St. Paul's area. Up to 35 senior residents will be offered free Primeplus memberships each year for the next five years.

Norfolk will also partner with the Virginia Cooperative Extension Agency *Master Gardener Program* to assist with the development and implementation of a comprehensive community garden project. This project will include youth and seniors working in the gardens from sowing to harvesting while demonstrating and teaching healthy nutrition.

Norfolk will continually market the availability of these services in an effort to improve the health of all residents. As part of this effort, the number of patients served on a daily/monthly basis, number/types of referrals to specialists/health care facilities, types of illnesses treated, number of insured and uninsured patients, and number of low-income patients will be monitored.

H.2.C Employment and Self-Sufficiency: People Strategy and Expected Results

Impact State-ments and Expected Outcomes	<p>Impact: Households are economically stable and have access to employment:</p> <ul style="list-style-type: none"> • 95% of working age, able-bodied residents will have gainful employment • 75% of residents will have access to free and/or low-cost educational or vocational training programs. • 90% of residents will improve their financial literacy and savings.
Needs Assessment Baseline	<ul style="list-style-type: none"> • 47% of working age, able-bodied residents have gainful employment • 22% residents currently access any free and/or low-cost educational or vocational training programs. • 55% of residents wish to improve their financial literacy and savings.
Strategy	<p>NRHA and the City will use a systems approach to overcome barriers to economic self-sufficiency. The program will address individualized barriers, including transportation, childcare, vocational training, credit-worthiness, and/or other specific issues impacting gainful employment or employability.</p>
Residents Served	<p>The residents with sub-optimal baseline conditions will be prioritized among the 618 households, while ensuring that those in the first phase of demolition are tiered for timely services. <i>People First</i> and NRHA's People Strategy will facilitate access to programs with the specific goal of achieving self-sufficiency outcomes within a holistic program approach to improve all life outcomes.</p>
Service Providers	<p>NRHA is working with its partners (Department of Human Services, Hampton Roads Transit, the Planning Council, Opportunity, Inc., Tidewater Community College and others) to integrate resources and services in a strategic and structured manner to help public housing residents achieve employment. CSB can provide specific supportive</p>

	employment services to adults with behavioral health disorders in Tidewater Gardens; NRHA's Client Services department includes the Family Self-Sufficiency (FSS) Program, Workforce Development Academy, Office of Economic Opportunities, Professional Work Experience Program, Resource Development, Out of School Youth, and Transportation programs. These programs will predominantly be marketed by NRHA, with assistance from the other partners.
Resource	In-kind employment services from Gethsemane Community Fellowship Church;
Commitments	\$667,409 in career training services and job search assistance from Opportunity Inc.;

Employment and Self-Sufficiency Strategies, Partners, Programs, and Services

Job-training offerings/content will be based on the types of jobs in demand or available in the Hampton Roads region. Tidewater Community College as well as regional workforce training/placement resources will be utilized to achieve success in this area. The training content, especially in the job readiness program, will assist the participants' understanding of effective workplace personal interaction, time management, and conflict resolution, among other things. Self-assessment questionnaires will be administered to determine the success of job training, career counseling/readiness, extent of employment/wage increase, and the extent barriers were removed for employment opportunities, such as child-care support, substance abuse/mental health services, and transportation. The job preparation/employment objective will focus on the following elements: 1) Family Self-Sufficiency, 2) Job Readiness, and 3) the Professional Work Experience Program. NRHA is working with its partners (Department of Human Services, Hampton Roads Transit, the Planning Council, Opportunity, Inc., Tidewater Community College and others) to integrate resources and services in a strategic and structured manner to help public housing residents achieve employment.

NRHA Client Services department currently has several programs aimed at assisting residents achieve self-sufficiency and employment, as outlined below. These programs will predominantly be marketed by NRHA, in collaboration with other partners.

- *The Family Self-Sufficiency Program (FSS)*—The FSS Program provides services and resources that encourage Tidewater Gardens residents to obtain employment leading to economic independence and self-sufficiency. NRHA will increase Tidewater Gardens resident enrollment in the FSS Program through rigorous recruitment from an annual number of 15 to 26 and significantly increase the number of annual graduates from the program from 4 to 10. FSS plans to track residents' training, internship, employment, and wage increases to determine the program's success and to make programmatic adjustments as indicated.
- *Job Readiness Program*—The *Job Readiness Program*, is a multi-tier job readiness curriculum that addresses barriers to employment preparing NRHA residents for sustainable employment. The Workforce Development Academy and Client Services Department will recruit, train, and provide access to educational opportunities. The program assists residents in gaining required identification, provide GED classes, conduct job interview technique workshops and provide assistance in securing internships. Norfolk will work with its partners to integrate resources and services in a strategic and structured manner. To prepare Tidewater Gardens residents with the job-related foundation and individual/family support services (childcare, transportation, health related services, et cetera) necessary to obtain gainful employment, Norfolk will engage 25-50 residents at all time.
- *Professional Work Experience Program*—NRHA will initiate a *Professional Work Experience Program*, which will place Tidewater Gardens residents (with at least a GED or high school diploma) in internship work experiences within the NRHA organization. This program will provide residents with office related skills to enhance their capacity for employment in administrative and office related fields. NRHA plans to offer at least 5 to 10 internships annually.

Measurements used to determine success will include percentage of participants completing the training programs, number of certificates achieved, types of skills acquired, number of internships filled, number of short-term/long-term job opportunities acquired, length of time in employment and increases in earned income. Measurement tools for evaluating the activities will include surveys (pre and post testing), class attendance records, certificates awarded, skills acquired, confirmation of short and long-term employment, types of employment, and surveys of trainers, trainees, employees, and employers relative to their satisfaction with participants in the program.

Our partners will provide support and services to address education and economic self-sufficiency as part of skill building workshops and classes that will complement the programs offered by NRHA. Norfolk Department of Human Services will provide classes and workshops in the areas of workforce readiness, life and work skills, parenting and violence prevention, money management, fatherhood involvement, trauma and resiliency counseling, early literacy and overcoming housing barriers. In addition, the Virginia Community College System (VCCS) and Virginia Department of Social Services (VDSS) have partnered to offer free career training and support to qualified Supplemental Nutrition Assistance Program (SNAP) recipients. Residents may be able to receive assistance even if they are required to register for work and register for the SNAP Employment and Training program by registering at the Norfolk Department of Human Services. In addition to job training, supportive services may be provided, including transportation assistance, eye exams/eyeglasses, job interview clothing, tools and work uniforms.

Tidewater Community College (TCC) is the largest provider of higher education and workforce services in Hampton Roads, enrolling more than 34,000 students and is the region's leading provider of workforce programs. TCC offers workforce certifications in health care, IT/cyber, business, advanced manufacturing, construction, non-profit management, maritime and transportation and hospitality. TCC recently announced their plan to move and expand the visual and culinary arts programs to the NEON arts district in Norfolk, less than two miles from Tidewater Gardens. The new culinary

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arts center is planned for completion in summer 2020. TCC is partnering with the City to connect this new facility to training opportunities to residents of Tidewater Gardens and to provide healthy cooking demonstrations, seminars on thrifty food budgets, kid-friendly meals and farm to table seminars.

H.3 Case Management

Norfolk's People Strategy will offer case management that will concentrate on all residents of Tidewater Gardens before, during and after revitalization. The case management team will ensure the successful relocation of lease-bound residents housed in Tidewater Gardens; in coordination with the NRHA property management relocation staff, to ensure that all residents understand their housing options and are prepared to return to the revitalized site or successfully relocate permanently; and ensure that residents are working towards their self-sufficiency and quality of life goals.

Initial case management activities will be coordinated through NRHA Client Services staff who provide residents with direct access to programs to address barriers to employment, opportunities for economic inclusion and Section 3 activities, self-sufficiency and life-long learning assistance. The Client Services team consists of a director, five program managers (Jobs Plus, FSS, ROSS, youth services and economic inclusion/Section 3), one transportation services supervisor, eight case managers/employment specialist, one transportation aide, five part-time transportation aides, two part-time youth services aides, and three part-time community coaches (Jobs Plus).

A Personal Point of Contact (PPC) will be assigned to each Tidewater Garden resident during the sequential phasing process. The PPC will serve as the single point of contact for residents, providing information and feedback regarding relocation activities, recruiting and referring residents to available supportive services programs and working with NRHA property management staff and the City of Norfolk staff to engage residents in community events and activities. NRHA will meet the needs of the Tidewater Garden residents, from initial consultations to full re-occupancy of the new units. NRHA will work with the residents to minimize the adverse impacts of relocation, including policies for notification, relocation assistance, physical moves, staffing, re-occupancy, and the right to appeal.

The residents of Tidewater Gardens have been involved in a series of meeting held in the community to discuss the St. Paul's area transformation plan as well as relocation activities. In addition, residents will have further input in their own relocation plan when meeting with the Relocation Specialists in individual meetings. NRHA has a wealth of experience in successful relocations executed in previous HOPE VI and RAD projects. Staff is well qualified and confident in undertaking this critical relocation effort. As residents are relocated temporarily from the site or back to the site to reoccupy at the end of the construction, NRHA case managers will assist residents to ensure access to early childhood education, schools, transportation to jobs, and other factors are not negatively impacted, and this will be included in the discussion of housing options.

The City will award a \$3 million annual contract to coordinate an intensive, targeted, and comprehensive case management approach to increase resident self-sufficiency and reduce issues which impede their return to Tidewater Garden and/or maintain stability in other housing. This initiative, *People First*, is part of the larger strategy to revitalize all three public housing communities in the St. Paul's area. *People First* is a critical component of this larger effort to ensure that our most vulnerable residents are provided an opportunity for economic stability. The firm selected to lead the *People First* initiative, will be expected to be involved in the CNI program in the case of an award. Norfolk has made a strong commitment to the community and *People First* will move forward regardless of a CNI award.

People First will focus on comprehensive human services, case management and the temporary and permanent relocation of residents affected by the redevelopment. Mobility services will assist residents in locating, securing, and successfully utilizing rental assistance, seek to provide maximum housing choice and provide greater access to areas of opportunity throughout the Hampton Roads region with available Housing Choice Voucher support. Transformative human services within *People First* will consist of individual and family-centered case management to assist the residents in clarifying their goals in the areas of wealth-building; health and nutrition; education; and barriers to employment.

Case managers will connect residents with an established network of service providers and will help them address obstacles as they arise. *People First* case managers will continue to connect with residents after their move to provide support, connection to services and early identification of potential issues. The level of case management will be tailored to meet family need.

The goal of *People First* is to ensure pathways to economic self-sufficiency and it will do so by ensuring optimal outcomes every step of the way during this transformation. The *People First* initiative has a laser focus on service facilitation and will ensure outcomes for three phases: pre-relocation, during relocation, and post relocation (stabilization).

H.4 Supportive Services Sustainability

The City, NRHA, and their many partners are committed to ensuring that supportive services for residents continue beyond the five-year grant period and more significantly up to the point of self-sufficiency or mutually agreed upon life outcomes. The City, in its FY2019 budget raised property taxes to fund the *People First* program in the St. Paul's area. This amounts to \$3 million per year for case management, transformative human services and mobility services for residents in Tidewater Gardens, Young Terrace and Calvert Square. To ensure successful outcomes for families, the City's budget document states "It is the City's intention to stay with families over a period of time as they achieve long-term stability." In addition to the City's commitment to the residents of St. Paul's, the United Way of South Hampton Roads (UWSHR), a significant community partner has also committed \$1.9 million dollars over the next 7 years in various services for the residents of Tidewater Gardens, through their United for Children initiative with another \$3.5 in leveraged funds from their partners. Community partners have committed over \$38 million in new and existing leverage for supportive services to residents of Tidewater Garden (detailed in partner letters in Attachment 42). Finally, Norfolk's CNI budget requests \$500,000 for a supportive services endowment trust to further ensure sustainability over time. In summary, Norfolk has made a robust commitment to long-term services that ensure sustainable outcomes for the residents of Tidewater Gardens and the St. Paul's area.

H.5 Education Strategy

Norfolk Public Schools (NPS) is the education lead in Norfolk's St. Paul's Transformation Plan. NPS is the cornerstone of a proudly diverse community with highly qualified teachers and staff dedicated to providing and supporting diverse teaching and learning opportunities for all students. NPS views our children and families as stakeholders in our success rather than just recipients of our services.

The revitalization of the St. Paul's area hinges on Norfolk's ability to transform the opportunities of our residents. Access to real opportunity lies in our ability to provide quality educational experiences. The transformation focuses on providing high-quality education from birth through adulthood. To deliver quality, the NPS transformation plan focuses on literacy, leadership, rigor and innovation. These foundational focus areas are presented along an educational continuum that corresponds to the following foundational milestones and measurable metric:

- Kindergarten readiness, a combined literacy, mathematics, social skills and self-regulation competency for all children entering Kindergarten as measured through the Virginia Kindergarten Readiness Assessment Program
- Third grade English/reading and mathematics mastery as measured by the Virginia Standards of Learning Assessment (SOL)
- Eight grade mathematics and English/reading mastery as measured by the Virginia SOL
- High School Algebra 1 and English/Reading mastery as measured by the Virginia SOL

To achieve our goal that every student will meet or exceed the Commonwealth's standards of learning and graduate from High School career or college ready, NPS has embraced a redesign strategy (#NPSRedesign) which involves the alignment of resources and is a focus on the core competencies necessary for successful 21st century learning environments. The NPS Redesign is the result of the District Leadership Team (DLT) listening to stakeholders, learning about the district-wide strengths and opportunities for improvement, connecting with community organizations, aligning existing resources, and

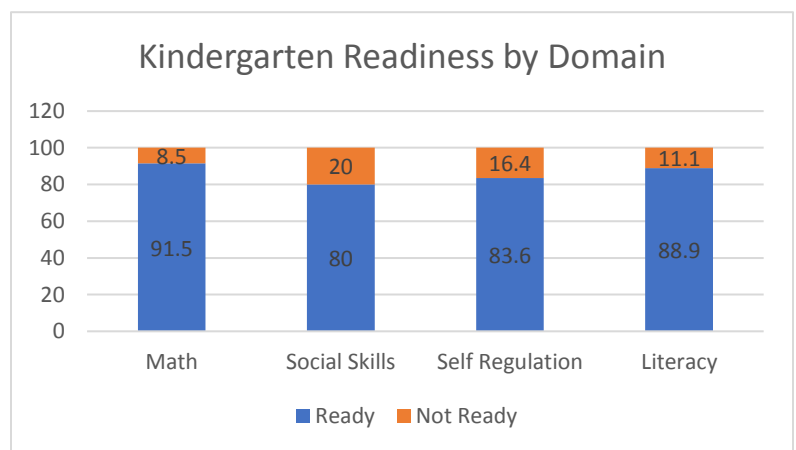
ultimately creating systems for effectiveness to improve student outcomes. The redesign process allows for more intentional development and execution of improvement strategies and undergirds the district's Theory of Action. Moreover, the result will be district-wide stabilization and data-driven results.

The NPS Redesign is being accomplished as all staff deliberately focuses on and supports the basics of the four focus areas. The Superintendent and the DLT believe that successful improvement in schools is more than a simple matter of implementing new programs and practices. Instead, successful school improvement is the implementation of intentional strategies that produce results that are sustainable over time. The work of #NPSRedesign began in the spring of 2016 by working with central office department leaders, principals, assistant principals, and teacher leaders to become more collaborative, focused, and deliberate in their work to promote excellence in teaching and learning in all classrooms.

Quality Early Learning

Baseline Data: *Virginia Kindergarten Readiness Assessment (VKRA)*

The Commonwealth of Virginia recently piloted a new measurement of Kindergarten Readiness. The VKRA pilot showed that 34% of children in Virginia arrive at kindergarten unprepared in one or more critical learning domain. The City of Norfolk participated in the pilot and will begin administering the VKRA to all students entering public school kindergarten classes.



Virginia Kindergarten Readiness Project, Fall 2015

Prior national studies indicate that less than 50% of children from families living below the poverty line are prepared to enter school at age five. (Starting School at a Disadvantage: The School Readiness of Poor Children. Julia B. Isaacs, Brookings Institution) In 2017-2018, 78% of the target area residents aged 0-5 participated in center-based or formal home-based early learning settings or programs.

Target Goal: Within 5 years of implementation, 100% of children 0-5 who currently live in Tidewater Gardens or who reside in the redeveloped neighborhood will participate in high quality center-based or formal home-based early learning programs and 100% will enter kindergarten ready in all four domains.

To ensure that all children ages 0-5 currently living in Tidewater Gardens have access to the high-quality early education experiences that lead to Kindergarten readiness, we will increase the availability of high quality programs by:

- Providing current providers of early education with access to quality improvement programs including: Enrollment in Virginia's Quality Rating and Improvement System; and Enrollment in training at the E3 NEW School
- Provide scholarships to evidence-based, high-quality programs currently available in the area
- Enroll students in NPS pilot program testing a new mixed-income pre-kindergarten model

Norfolk has already created an innovative program in partnership with Sentara Norfolk General Hospital, the region's high-risk family designated delivery hospital, to screen families for needed support services. For families identified as needing additional support, we will provide access to evidence-based early intervention programs including: Healthy Families Virginia; Parents as Teachers; The Nurse-Family Partnership; and The Comprehensive Health Investment Project of Virginia.

Post-Revitalization: As part of the St. Paul's transformation, NPS will partner with the Commonwealth of Virginia, the private-sector, Universities and non-profit sector partners to launch a laboratory school Pre-K through 8th grade to test a new curriculum and a model of teacher education and coaching designed to be transferrable to schools across the Commonwealth. This school may be sited in the greenway/blueway to provide research opportunities and shared play area. Norfolk has already demonstrated our ability to deliver this collaborative laboratory environment through the Elevate Early Education NEW School, a 0-5 private preschool that has developed and implemented a research-based early education curriculum and teacher coaching program using a mixed-income model.

School Performance

Standards of Learning (SOL) Scores for Schools Serving Tidewater Gardens 2017-2018

School	School Type	Total Enroll	FR/L (%) Note 1	FR/L (%)	Math Prof or Advanced (%)	English Prof or Advanced (%)	Graduation Rate
Tidewater Park Paired w/Young	Elementary School (3-5)	285	100%	94%	55%	55%	
P.B. Young Sr.	Elementary School (Pre-K - 2)	492	100%	80%		Pre-K-39% K-37% 1-49% 2-60%	
Ruffner	Middle School (6-8)	580	100%	87%	47%	45%	
Booker T. Washington	High School (9-12)	931	100%	80%	44% Algebra 1, Geometry, Algebra II	71%	88%

Note 1: FR/L = Free and Reduced Lunch

One of the most important indicators of the impact of concentrated poverty is educational achievement. In this neighborhood of highly concentrated poverty, currently, none of the elementary or middle schools serving Tidewater Gardens residents are fully accredited. Decades of experience has shown that desire alone cannot change this outcome, a neighborhood must be remade to provide youth opportunities for high quality educational opportunities. NPS believes in the promise of the mixed-income model. Opening the pilot Pre-K mixed-income school is the first step in implementing this model system wide. The transformation of St. Paul's will allow us to expand the mixed-income model from Pre-K through 8th grade. NPS is working with its partners to make that goal a reality.

But, we are not waiting for the physical transformation to begin our educational one. To meet our stated goals school improvement plans are underway that include:

- Creating communication plans for parents of pre-school students to assist students transition to Kindergarten
- Allocating of Title I funds to support professional development in reading fluency
- Using walkthrough protocols to model, monitor and coach instruction for student mastery
- Monitoring and coaching classroom teachers in the use of research-based strategies implementation in the classroom
- Implementing a monthly family engagement plans focused on improving student outcomes
- Implementing content teams to perform data analyses identify interventions and educational strategies to improve outcomes

Additional supports will be provided to students through existing partnerships and other nonprofit and volunteer groups to: Support core academic learning including reading and mathematics; programs that stem summer learning loss; coaching and mentorship programs; provide opportunities for positive behavioral supports; and reducing conflicts in schools that lead to suspensions and expulsions.

College and Career Ready: Norfolk is a City that goes to work. The City's core industries include ship building, ship repair, naval operations, port activities and other skills-based employment. While every child should be prepared to enter post-secondary education at the completion of high school, many good paying jobs in this region require less than a university degree. For this reason, NPS is working with Norfolk's private employment sector to launch a comprehensive full-time Career Technical School (CTE). The CTE is envisioned to be incorporated into the Booker T. Washington High School, which serves the CNI target area. The CTE curriculum will focus on development of skills that give graduates the qualifications to either enter post-secondary education or move directly into the workforce.

H.6. Section 3 Plan

The Housing Lead Entity, managed by Brinshore, will make best efforts to expend a minimum of 10% of construction dollars on Section 3 firms, and a minimum of 30% of new hires from Section 3 certified employees, as is required by the Section 3 Act.

During the planning phases, we anticipate at least three Section 3 residents will be employed to assist with planning working as community liaisons, and with professional firms working on the planning and design, and at least one Section 3 firm to provide catering to all community planning events.

Prior to the construction, we will recruit and train public housing residents and other Section 3 certified local residents to work in construction. The NRHA will be responsible for recruiting and certifying Section 3 residents, who are either public housing residents or have low or very low income, and Section 3 businesses. Job fairs will be held on site of each public housing development in the St. Paul's area to publicize both training and job opportunities that will be made available. Training opportunities will be publicized to certified Section 3 residents through direct mailing, informational meetings, and websites. We will work with Tidewater Community College to prepare Section 3 residents for careers in construction. We plan on creating a cohort of at least 24 trained residents ready to work in construction.

The Housing Lead Entity will require general contractors to make a specific numeric commitment to hire Section 3 employees through its subcontractors in each phase of construction. Approximately 150 section 3 employees will be hired over seven phases of development. Opportunities will include laborer, painter, tiler, roofer, carpenter, masonry, and other trades. Job opportunities will be posted on a Section 3 website, and Section 3 residents on the NRHA list with relevant skills will be contacted directly by mail, email and phone. Section 3 residents will be given priority over all other job applicants for each new job opportunity.

Subcontracting opportunities will be promoted to Section 3 firms on the NRHA list by holding information sessions, mail, and email. Section 3 firms will be given priority to bid on subcontracting work.

Each construction phase will have from three to six Section 3 firms. Opportunities for Section 3 firms may include final cleaning, security, painting, landscaping, tiling, and other trades. We will employ strategies, such as sizing contracts to fit local firms, providing assistance in bidding and paperwork, and obtaining bonds, if necessary, to maximize participation.

The Housing Lead will track Section 3 hiring and contracting on a monthly basis, and share these data with the NRHA. For Section 3 hiring, general contractors will be required to submit monthly statements detailing name of employee, address, Section 3 status, position, employer, hours worked, hourly pay, and total pay with each pay application. For Section 3 firms, the general contractor will also be required to submit a monthly table showing all subcontractors, Section 3 status, contracted amount, current month work completed, and any changes from original contract.

Initially, Peter Levavi of Brinshore Development (224) 927-5057 or plevavi@brinshore.com will be primarily responsible for Section 3. The Housing Lead will hire a local firm that specializes in recruiting and tracking Section 3 hiring and contracting to manage the Section 3 process once planning is complete and construction projects are underway.

After construction completion, property management will also have opportunities to hire Section 3 employees, and contract with Section 3 firms. We will make best efforts to hire a minimum of one Section 3 employee to manage each phase, and at least one Section 3 firm to provide contracting services to management. The jobs will include leasing, management and maintenance. The contracting opportunities may include janitorial contracts, landscaping contracts, and other opportunities.

Exhibit I – Soundness of Approach

Norfolk Redevelopment and Housing Authority and The City of Norfolk

ExhibitIStPaul'sSoundnessOfApproach.pdf

I.1. Planning Process. The St. Paul's/Tidewater Garden CNI Transformation Plan was submitted and accepted by HUD on September 9, 2014.

I.2. Community Engagement

Community engagement and open communication are critical to the success of a Choice Neighborhood area revitalization. Norfolk will continue to proactively reach out to residents, stakeholders, media and the community at large during each step of the revitalization process, encouraging two-way communication. Tidewater Gardens and the St. Paul's revitalization area have undergone several extensive planning efforts to date. These past experiences and strategies inform our future work and already include:

- Personal invitations from the Mayor of Norfolk mailed to all residents of Tidewater Gardens, Calvert Square and Young Terrace, inviting them to community meetings.
- Engagement of key stakeholders such as the St. Paul's Advisory Committee - made up of 17 members of the community, including residents, clergy, non-profits, business owners, educational partners, government, and other community stakeholders. This group meets monthly and provides guidance to the St. Paul's area working group, responsible for finalizing the CNI implementation grant application.
- Continued collaboration with community partners including:
 - Greater Norfolk Corporation, senior business leaders and CEOs whose mission is “to participate in the economic revitalization and development of the City of Norfolk by marshaling the resources of the private sector in support of the City and its agencies”;
 - “United for Children”, an initiative of the United Way of South Hampton Roads, that serves as the backbone organization for over 100 public and private organizations to provide supportive services to the children of the St. Paul's communities;
 - Advocates for Justice – a grass roots organization of concerned citizens determined to erase the racial and economic divide among Norfolk's citizens;

- The Pastors’ Roundtable – a collaboration of senior pastors that meets monthly with the City and NRHA to provide feedback and leadership in the transformation planning. This group is instrumental in helping communicate correct information to their parishioners as well as give counsel regarding the impact to their faith communities. Several members of the roundtable are also members of the Advisory Group.
- Holding “one-on-one” meetings with civic, business, philanthropic, political and other stakeholder groups to explain the project and encourage their participation in its success.
- Conducting “porch chats” with residents and Tenant Management Council leadership.
- Sharing information at community events, job fairs, community businesses and NRHA rental offices to reach residents “where they are” and ensuring wide distribution of information.
- Providing monthly updates to the Norfolk City Council and NRHA Board of Commissioners.
- Holding regular meetings with each major media outlet in the Hampton Roads area (television and print) to share background information about the St. Paul’s Area and upcoming transformation plans. Meetings are with reporters, and more importantly, editorial decision makers, to provide history and context for their coverage.
- Producing a quarterly newsletter to keep residents, stakeholders and the community at large “in the loop” on progress of the revitalization effort. These newsletters contain a message from the City Manager, an NRHA update, explanations of process and progress, and information on how residents can reach out with comments and questions.
- Updating and ensuring accurate information on an established project-specific website (<https://www.stpaulsdistrict.org/>) and Facebook page (<https://www.facebook.com/St.PaulsNFK/>).
- Responding to messages on a newly-developed St. Paul’s area Information Hotline.

- Creating additional social media avenues via a Twitter account and exploring the creation of a text message distribution process for important information.
- Implementing a St. Paul's Speakers Bureau, where NRHA and City staff, and other identified participants meet with civic, philanthropic, business, and other interested parties to answer questions, dispel rumors, share vision, and provide opportunities for participation.

To ensure this robust community engagement strategy is implemented with fidelity, the City and NRHA have hired a media/communications expert to spearhead all communications efforts. This ensures a designated spokesperson for the project and the development of a comprehensive communications plan that can be updated as the project progresses.

I.3. Anchor Institution Engagement

Norfolk has strong active Anchor Institutions that are working to improve the St. Paul's area. The Anchor Institutions are improving the human, social, cultural, and economic well-being of the residents and they are committed to continuing these efforts in the implementation of the Transformation Plan.

- ***United for Children (UfC):*** UfC partners with over 100 public and private organizations to provide supportive services to children and families in the St. Paul's area with a focus on Tidewater Gardens. Through a collective impact approach, UfC provides an evidence-based innovative summer school program to two elementary schools that serve the St. Paul's area, Tidewater Park and P.B. Young. UfC also developed a health care center and clinic at the high school that serves the area, Booker T. Washington. In previous and planned commitments, UfC has supported the CNI target area with over \$18 million in investment value.
- ***Old Dominion University (ODU):*** ODU is Virginia's entrepreneurial-minded research university with more than 24,500 students located in Norfolk. ODU partners with the City through a variety of schools and programs. ODU's *Institute for Innovation and Entrepreneurship* is providing targeted support to aspiring entrepreneurs and small business owners in the St. Paul's

area through information sessions, hands-on counseling, and staff time. ODU's College of Health Sciences will create health prevention and wellness related programming for the residents to include: health education, health promotion, risk assessments, evaluations, data analysis, and outcome assessments. ODU's Darden College of Education and Professional Studies will provide consultation to Norfolk's education partners on establishing early learning opportunities and early learning support, including the exploration of potentially developing an early learning center for the area. ODU will also evaluate and track outcomes for residents through the transformation process and has committed a total value of \$1,372,500 to this revitalization effort.

- ***Norfolk State University:*** NSU, one of the largest historically black universities in the nation, was founded in 1935. Today, NSU is a four-year liberal arts institution which offers 36 undergraduate, 15 masters', and two doctoral degrees. NSU's involvement with the city and Norfolk Redevelopment and Housing Authority includes community murals painted in the Young Terrace and Calvert Square, planting of a community garden in Calvert Square, and students interning and participating in several public housing communities, including Tidewater Gardens.
- ***Hunton YMCA*** - In 1875, the black community in Norfolk established a YMCA, and in 1888, William A. Hunton became the first full-time, paid director of an African American YMCA. Hunton's successful leadership in Norfolk led to his appointment in 1890 as the first secretary of that department, and the first black man employed by the International Committee of the YMCA. Today, the William A. Hunton YMCA provides programs and services that positively impact the youth, adults, and seniors in Tidewater Gardens and surrounding communities. Located within the footprint of Tidewater Gardens, the Hunton YMCA leverages \$844,189 annually in services and programs. These resources include a youth leadership academy, summer camp, child care services, community recreation, outreach, and community meals.

- ***Greater Norfolk Corporation (GNC):*** The GNC is composed of senior business leaders of Norfolk with a mission to participate in the economic revitalization and development of the City by marshalling resources of the private sector. The GNC has pledged its full support of the *Transformation Plan* and has designated its partnership with the City and NRHA as their number one priority for the foreseeable future. GNC's partnership includes partnering with Norfolk Public Schools to establish the full-time comprehensive Career/Technical High School; leveraging opportunities through the Opportunity Zone program; and facilitating conversations with developers, property owners and landlords regarding voucher placement in existing developments for residents of the St. Paul's neighborhoods.
- ***Sentara Healthcare:*** Sentara Healthcare, the city's largest private employer, is one of the most progressive and integrated health care system in the nation. Sentara has provided health services for the residents of the St. Paul's neighborhoods for decades through their Sentara Ambulatory Care Clinic in Norfolk offering a medical home for people without insurance or enough money for health care. The Sentara Foundation provides community grants to support operations of the free clinics and federally funded community health centers in the Hampton Roads region. Sentara is a committed partner in the revitalization of the St. Paul's area and sees it as an important step towards addressing the societal and healthcare disparities in the neighborhoods.
- ***SunTrust and Dollar Bank:*** Two strong financial partners to the City and NRHA, SunTrust and Dollar Bank are instrumental partners in Norfolk's Bank On program, providing financial education, one-on-one coaching, and incentivized savings to residents in the St. Paul's area. Both institutions serve as coaches and have provided sponsorship and financial support to the program. Also, Dollar Bank has committed \$20,000 to the CCI activity in Huntersville that will leverage City and Choice dollars to increase homeownership in the neighborhood through down payment assistance programs and improving the housing market through façade grants to homeowners.

- ***Children’s Hospital of the King’s Daughters (CHKD):*** CHKD has been a strong partner in the St. Paul’s neighborhoods and through the United for Children effort. As the only children’s free-standing hospital in the Commonwealth of Virginia, CHKD provides services to the children of St. Paul’s regardless of ability to pay. They are establishing treatment services to include inpatient psychiatric care, day treatment, and expanded outpatient programming to enable the organization to provide support to the children who reside within the St. Paul’s community.
- ***Eastern Virginia Medical School (EVMS):*** EVMS is an academic health center located in Norfolk dedicated to achieving excellence in medical and health professions education, research and patient care. Their vision is to be recognized as the most community-oriented school of medicine and health professions in the United States. EVMS also hosts strategic cross-collaborative workgroups to address significant problems facing our community. In the past year, their work has focused on the need to improve access to behavioral health care and addressing the opioid epidemic.
- ***The Basilica of Saint Mary of the Immaculate Conception (St. Mary’s)*** is located in the heart of Tidewater Gardens and provides critical services to the residents of the neighborhood. It is the oldest parish community in the Catholic Diocese of Richmond and often referred to as "The Mother Church of Tidewater Virginia." It was established in 1791. African-American Catholics began attending St. Mary’s in 1886. Today St. Mary’s is a vibrant, predominately African-American worship community offering numerous ministries and outreach programs. Annually, St. Mary’s has a soup kitchen, food pantry, and other food security programs as well as emergency assistance and school supplies at a total cost of \$130,625. Father Jim Curran has been a member of the planning team since 2014 and serves on the *St. Paul’s Advisory Committee*. St. Mary’s has also provided space for services, presentations, workshops, and community outreach

for the St. Paul's plan. This is a tremendous benefit as their location provides easy access to the residents and offers a welcoming environment that is familiar to many residents.

- ***Gethsemane Community Fellowship:*** Gethsemane Fellowship Church has a membership of more than 2,000 members with an annual budget of approximately \$2,000,000. The church has committed approximately 20% of its overall budget to supporting families with financial support for rental, fuel and utility assistance, educational tutoring and a GED/AdultBasicEducation program. Gethsemane has targeted programs that support the residents of Tidewater Gardens, Calvert Square, Young Terrace and the broader St. Paul's area of the City and is prepared and ready to expand its work and its services to those residents living in or impacted by the St. Paul's area community transformation. They are prepared and equipped to assist with counseling and secondary case management, resident training and community conflict resolution, leadership training and career counseling, housing transition and helping to facilitate the establishment of standards of conduct and expectations for the neighborhood.

I.4. Organizational Framework

NRHA and the City have established a strong partnership to redevelop the St. Paul's area. The Partnership certification in Attachment 8 is signed by all key principals. It establishes the commitments, duties and responsibilities of each party. NRHA is the Lead Applicant and the grant's fiscal agent and People Implementation Lead, the City of Norfolk is the Co-Applicant and Neighborhood Implementation Entity, and Brinshore Development Joint Venture will serve as the Housing implementation entity. NRHA and the City will coordinate oversight and implementation of the *Transformation Plan* and manage the grant funds together and share budgetary control and responsibilities, including disbursement of funds to the other Parties and partners.

Oversight of the implementation will be provided by the St. Paul's Area "Working Group" that includes City Manager, NRHA Executive Director, Deputy City Manager, Housing Lead/Development

Partner representative, communications lead, and key City and NRHA implementation staff and meets bi-weekly. Norfolk City Council will provide overall policy director for the redevelopment effort. The St. Paul's Advisory Committee (SPAC) will provide guidance and leadership throughout the implementation process.

As the Neighborhood Implementation Entity, the City will be responsible for coordinating, overseeing, and implementing activities focused on economic development, neighborhood revitalization, municipal services, and other critical community improvements. The City's Office of Resilience and the Department of Neighborhood Development will coordinate activities with other public and community-based organizations and identify resources to improve measurable outcomes in the area's economic development, neighborhood revitalization, municipal services and other critical community improvements for residents of the St. Paul's area.

As the People Implementation Entity, NRHA will be responsible for relocation and re-housing of the residents of Tidewater Gardens and implementing ongoing case management and service coordination activities to coordinate and improve access to high-quality services in the area of health, economic development, education, and early childhood education. NRHA will work closely with the *People First* initiative's service provider that will be procured through Request for Proposal (RFP), to provide enhanced case management services for the residents of Tidewater Gardens. NRHA will coordinate strategies with *People First* and aid in the tracking and evaluation of People metrics to ensure submission of timely reports to all parties.

NRHA will also work closely with NPS to coordinate and improve access to high-quality services related to, education, and early childhood education and with other public and community-based organizations and resources to improve measurable outcomes in the above areas for HUD-assisted residents and others in the Tidewater Gardens neighborhood.

Brinshore Development joint venture will serve as the Housing Implementation Entity and will be at-risk and financially responsible for developing the housing and long-term management of the CNI

housing plan. Brinshore will ensure that redevelopment activities under the Transformation Plan will comply with the one-for-one replacement requirement of the NOFA with respect to the units targeted for demolition, disposal or redevelopment during implementation.

I.5. Project Readiness. The Housing Implementation Lead was selected recently and is organizing three LIHTC applications to be submitted in Q1 2019. The Housing Strategy includes use of Virginia’s “twinning” of 9% and 4% applications on contiguous sites which will make the 9% applications extremely competitive, with 45 bonus points. Although it is not a formal part of the Housing Strategy for replacement development, the St. Paul’s Apartments will be ready for occupancy in Q1 2019 and NRHA has 13 project-based units at this development, which is within the St. Paul’s area. This 126-unit property will also accept Tidewater Gardens households with tenant-based vouchers which will help jump-start the relocation effort. NRHA has already assigned Points of Contact to the first phase of families to be relocated and has started meeting with the residents to assess barriers to successful relocation.

I.6. Impact of The Transformation Plan

The *St. Paul’s Area Transformation Plan* aligns its activities with the CNI goals for Housing, People and Neighborhood. It will have a significant impact on the neighborhood and it has a high likelihood to succeed and exceed expectations.

Transformation Plan meets the core goals of the CNI Program:

Housing:

- The Housing element of this Plan achieves One-for-One replacement, and adds over 300 additional deep subsidy units for the Hampton Roads area;
- Redevelopment begins immediately on off-site parcels under City and NRHA ownership, with the last CNI phases being on-site and on high ground;
- Development of 709 mixed-income units in Downtown Norfolk (including 200 replacement units), where affordable housing is strongly needed;

- Rebuilds on high ground, lifting the homes from the flood plain to address flooding challenges. This will ensure that Norfolk will be a dynamic water-based community into the next century;
- Restores the historical street grid, with more connections east and west as well as north and south, moving the replacement units closer to Downtown, and with many units, including a senior building adjoining the new Downtown Transit Center;
- Includes new urbanism design, high energy-efficiency developments, with adequate parking, storage, and air conditioning;
- Deconcentrates poverty by both mixing incomes in St. Paul's area, and by expanding NRHA's partnerships and geography for project-basing Housing Choice Voucher units in new, or recently developed, quality housing communities in the CNI-eligible area;
- Strengthens the Huntersville area, supporting affordable in-fill homeownership, and developing two vacant land parcels (former Red Carpet Inn and Police Station).

Neighborhood:

- The Neighborhood element of this Plan transforms the former Tidewater Gardens site into a resilient community, with Newtons Creek being daylighted, and converted to a Greenway/Blueway, with recreational and other amenities, including "green" fingers that connect to the new Transit Center, and south to Harbor Park on the waterfront (separate planning is underway for Harbor Park);
- Builds links across St. Paul's Boulevard with new east-west streets, better stormwater and traffic management, and signaling and incorporates pocket parks to preserve mature trees
- Introduces housing for residents of Tidewater Gardens into the Central Business District of Downtown on the west side of St. Paul's Boulevard for the first time (St. Paul's been viewed as a divider of public housing from the Downtown community);

- Calls for the development of a 60,000 square foot Catalytic Community HUB, centrally located along Church Street, to bring people in from the broader community. The vision is to potentially include a food hall, culinary training, health facilities, and a farmer’s market;
- Links the Catalytic Community HUB with TCC’s Culinary Institute being developed nearby;
- Restores Church Street with a mix of residential and retail uses, honoring its cultural history as Norfolk’s “Harlem of the South,” and strengthening the connection between Huntersville at the northern end, and Downtown and the waterfront at the southern end;
- Weaves a “bracelet” of green streets around and through the neighborhood that support water management, and simultaneously serves as open space and gathering places for area residents.

People:

- The People element of this Transformation Plan places “*People First*”, to support choices for the residents of Tidewater Gardens, through case management for life planning and relocation that is supported by dedicated revenue from the City’s property taxes;
- Commits to providing housing in the revitalized community for all lease-compliant residents who wish to return to or remain in the area;
- Provides temporary or permanent relocation choices supported by increased outreach to property owners, managers and developers of affordable housing. Developers with approved tax credit allocations have already committed to accepting 100+ project-based vouchers; and other developers with pipeline projects have expressed similar willingness to assist;
- Plans for the replacement of Tidewater Elementary School (potentially through expansion of Ruffner Middle School to K-8) and redevelopment of Booker T. Washington High School, with an emphasis on Career Technical Education to take advantage of the significant demand for employees with trade certifications;

- Gathers the full support of Norfolk’s faith-based, resource providers, and community-change organizations to support positive health, safety, employment, mobility, and education outcomes for the Tidewater Gardens residents.

Transformation Plan will have a significant impact on the neighborhood. The Plan:

- Provides needed critical mass and leads a much larger revitalization effort that will redevelop the 44 acres of Tidewater Gardens, but also the 55 acres of two other distressed public housing communities, Young Terrace and Calvert Square, with over 1,000 combined units;
- Anticipates the ultimate redevelopment of 250 acres+/-, with a procurement process under way (development of RFQ) for the Master Planning and Development of the remainder of the area;
- Expects that the redevelopment phases after CNI will result in an additional 1,200+/- mixed-income units (in anticipation of this, the St. Paul’s area planning process developed conceptual plans for the development of Young Terrace, Calvert Square, and other properties owned or under control by the City and NRHA);
- Relies on the plans of NRHA, further supported by the City, to submit Section 18 demolition applications, with tenant protection vouchers to support relocation, many of which will be project-based within the overall St. Paul’s area.

Transformation Plan is Highly Likely to Succeed. Indicators that the Plan has a strong likelihood of success include:

- NRHA and the City have a proven record of similar successful transformation, in the Broad Creek Renaissance redevelopment that addressed the needs of 767 highly distressed public housing units through a \$33MM HOPE VI grant, plus 138 additional nearby distressed public housing units (Morton Circle) through Mixed-Finance redevelopment, plus a comprehensive renovation of a 260-unit expiring use tax credit development (Mission College); the NRHA and City collaboration resulted in total redevelopment to date of over \$440 million, and includes 1,115 units on- and off-site, a Ray

and Joan Kroc Community Center, a new elementary school and an anchor library, as well as new neighborhood-serving retail space;

- The City and NRHA have procured a well-established and highly successful housing implementation lead developer, Brinshore, whose team include the BACDC and TFJG, with demonstrated success with tax credits and mixed-income developments in the Hampton Roads area (and elsewhere);
- Norfolk is among the first cohort of the *100 Resilient Cities* network, and is a recipient of a \$112 million National Disaster Resilience Competition (NDRC) grant to address climate change and sea-level rise issues along the City's Elizabeth River coastline;
- This Plan has evolved over several iterations, building community, political and financial support, and benefits from recent developments, such as the Downtown Transit Center, the "early start" St. Paul's Apartments; and the Tidewater Community College *Culinary Institute*;
- The building program includes multiple phases with 4% LIHTC, which when linked to a 9% tax credit application on adjacent sites, can provide up to 45 bonus points for the 9% competition, greatly enhancing the likelihood of receiving the 9% allocation;
- Three tax credit applications are planned for submission in Q1, 2019;
- TFJG helped develop the proformas, based on their extensive successful local experience, and of the \$186 million total development budget, there is only \$824,000 in deferred developer fees;
- The City anticipates substantial costs associated with the Greenway/Blueway and stormwater and other infrastructure and is prepared to provide for this financing as needed, possibly through a resilience bond, a new TIF, or expanding the existing Broad Creek TIF (which reaches into St. Paul's area to a minor degree already).